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March 1938

Special Articles

Social Security and the Social Services

Economic Status of the Aged

Industrial Classification

Unemployment Compensation Statistics

U. S. SOCIAL SECURITY BOARD
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Volume 1

Numbers 1-3

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WASHINGTON, D. C.

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The Social Security Bulletin brings together in one publication several series of data, some of which formerly have been issued only to members of the staff of the Social Security Board and collaborating agencies, and others of which have been more generally available.

The Bulletin supersedes a processed monthly desk bulletin prepared for the Social Security Board in the Bureau of Research and Statistics under the title *Selected Current Statistics* (Vol. 1, Nos. 1-11, August 1936-June 1937; Vol. 2, Nos. 1-4, July-October 1937), which was continued as the *Social Security Bulletin* (Vol. 2, Nos. 5-8, November 1937-February 1938).

Public-assistance statistics have been issued by the Board in the following monthly bulletins prepared in the Division of Public Assistance Research of the Bureau of Research and Statistics: *Public Assistance: Monthly Statistics for the United States* (Vol. 1, Nos. 1-12, February-December 1936; Vol. 2, Nos. 1-8, January-August 1937 (processed)) and *Public Assistance: Statistics for the United States* (Vol. 2, Nos. 9, 10-12; Vol. 3, Nos. 1, 2, September-December 1937 (printed)). Since March 1937 these bulletins have continued presentation of statistics on general relief which were issued jointly by the Federal Emergency Relief Administration, Bureau of Research, Statistics, and Records, and the Social Security Board, Bureau of Research and Statistics, in a bulletin entitled *General Relief Statistics*, three numbers (December 1936-January 1937, January-February 1937, and February-March 1937 (processed)). Prior to December 1936 statistics of general relief were issued in monthly processed bulletins of the Federal Emergency Relief Administration.

The section of this Bulletin reporting data on relief in urban areas continues a series originating in the monthly collection and publication of statistics of family case work and relief initiated by the Russell Sage Foundation in 1926. In 1930 the Children's Bureau of the United States Department of Labor undertook compilation of relief data and in January 1932 that Bureau started publication of a new series of bulletins representing an amalgamation of this series with statistics on

relief and transient care and with the monthly statistics previously published by the Russell Sage Foundation. The Children's Bureau has issued a summary of data in this series prior to January 1, 1936: *Trends in Different Types of Public and Private Relief in Urban Areas, 1929-35*, by Emma Winslow. (U. S. Children's Bureau, Bureau Publication 237. United States Government Printing Office, Washington, 1937. Price 15 cents.) On July 1, 1936, the Bureau of Research and Statistics of the Social Security Board assumed responsibility for the collection of data in this series, which have been reported in the following processed monthly bulletins: *Changes During . . . (month) . . . in Different Types of Public and Private Relief in Urban Areas* (for the months July-December 1936, issued October 1936-March 1937), continued as: *Relief in Urban Areas* (Vol. 1, Nos. 1-11, January-November 1937).

On July 1, 1937, the Bureau of Research and Statistics of the Social Security Board assumed responsibility for compilation of data on relief in 385 selected rural and town areas, formerly issued by the Works Progress Administration. Data in this series had been presented by the Works Progress Administration under the title *Current Statistics of Relief in Rural and Town Areas* (Vol. 1, Nos. 1-12, and Vol. 2, Nos. 2-6, January 1936-June 1937). The Board continued monthly reporting in *Current Statistics of Relief in Rural and Town Areas* (Vol. 2, No. 7, October 1937 (processed)), now published as *Relief in Rural and Town Areas* (for August, Vol. 2, No. 8, November 1937; for September, Vol. 2, No. 9, December 1937; for October, Vol. 2, No. 10, January 1938; for November, Vol. 2, No. 11, February 1938 (printed)).

The Social Security Board is unable to supply files of back issues of the bulletins named above which the Board has issued. In some instances a limited supply of a given issue is available, and in those cases copies will be sent in response to requests, which should be addressed to the Bureau of Research and Statistics, Social Security Board. Persons interested in publications issued by agencies other than the Social Security Board should communicate with those agencies.

Social Security Bulletin

Volume 1

MARCH 1938

Numbers 1-3

SOCIAL SECURITY AND THE SOCIAL SERVICES

*Arthur J. Altmeyer**

The Social Security Act is justly regarded as a landmark in the social history of this country because of the development it has made possible in social insurance. That aspect of the law has overshadowed all others in the past year, during which the foundation has been laid for the two Nation-wide insurance systems which will provide income during periods of unemployment and in old age to large numbers of those who have worked in industry and commerce. These far-reaching developments, however, should be regarded in turn as a part of the fundamental contribution to social progress implicit in the social security program as a whole.

In this act, Congress envisaged "social security" as a goal to which effort is directed through several approaches. The Social Security Board is charged with the administration of five programs which have one factor in common in that all of them result, under specified circumstances, in the payment of money to individuals. These are the Federal program of old-age insurance, the Federal-State program of unemployment compensation, and the Federal-State programs of public assistance to the needy aged, needy blind, and dependent children. A second group of programs, administered by Federal agencies other than the Social Security Board, results not in the payment of money to individuals but in the establishment and extension of services for welfare and health. The third important area of service defined in the act is the responsibility, delegated to the Board, for study and recommendation as to "methods of providing economic security through social insurance, and as to legislation and matters of administrative policy concerning old-age pensions, unemployment compensation, accident compensation, and related subjects."

Thus, from the start, "social security" has been regarded not as an isolated goal but as an advance

through a series of interrelated social services essential to the well-being of a modern people. The act's provisions for public assistance to the needy and for the extension of community services for health and welfare are rooted in the history of past effort on the part of local communities, the States, and the Federal Government. Through the authority granted in the law, Federal funds have been made available for these programs to complement those provided in the States, and national recognition has been given to needs with which localities and even States could not cope alone. A Nation-wide framework has been established in which the States are encouraged to participate according to their special needs, capacities, and desires. The extent to which this opportunity has been accepted by the States indicates national acceptance of the fundamental objectives of the Social Security Act, and a degree of progress made possible only because of the collaboration of agencies of government at the various levels—Federal, State, and local.

The two insurance programs represent an extension of the area of the social services within the United States. A century ago a bitter controversy raged as to the place of government in the field of education. It was then necessary to argue that government alone could provide the opportunity inherent in public education. It was necessary to point out that the well-being of families, of communities, and of the people as a whole required that access to education be assured to all children.

Now the insurance programs represent a similar recognition of the place of other social services in a Nation whose economic life is bound together by the strands of commerce. Here, as in the older countries, it has become evident that the welfare of the Nation, as well as the welfare of individuals,

*Chairman, the Social Security Board.

suffers when income is interrupted or cut short for large groups of the population. Agriculture, industry, trade, and the professions all depend on an unimpeded flow of purchasing power. The progress of a whole people depends upon the assurance of opportunity not only to those who are helpless by reason of personal adversity but also to those whose chance to gain a living is blocked by social forces which they, as individuals, cannot control.

Basically, all 10 programs inaugurated under the Social Security Act have a common aim in safeguarding the opportunity of American families to participate in the economic life of their times. This opportunity is furthered by the services to give children a chance for a fair start in life, to prevent sickness and the dependency resulting from sickness, and to help handicapped workers to regain a place in productive activity. It is safeguarded by the provision of income to groups of the needy who are unable to earn for themselves—children deprived of parental support, the blind, and the aged. As the two insurance programs get fully under way, opportunity will be further sustained by these methods of steadyng the livelihood of a great army of the Nation's wage earners during periods of temporary unemployment and in old age. The protections afforded under the Social Security Act are still by no means complete. It is important to realize, on the other hand, that a substantial ground work has been laid for an integrated development of the social services demanded by the circumstances of modern life.

It is the conviction of the Social Security Board that the responsibilities with which the Board is charged can be met only by continuing consideration of its activities in their relationship to the whole area of the social services. The meaning of the programs administered by the Board is to be understood only by reference to those of other agencies which also are concerned with efforts to prevent, offset, or abolish forces which make for insecurity. An outstanding example of this interdependence appears in the relationship between the State unemployment compensation administrations and the State employment services. When a qualified worker cannot get a suitable job within the period of time set by the law of his State, he has a right to benefits. From the mo-

ment, however, when he first reports himself out of work, the employment service endeavors to provide what is better than benefits from the standpoint of both morale and money—the chance to work and to earn a living. If that chance is lacking, his benefits help to tide over the period of his involuntary unemployment.

Assistance to the needy under the Social Security Act is bound up with other measures of government directed to the same end. At the request of other Federal agencies and with their collaboration, the Board has therefore instituted the collection or compilation of regular reports to indicate the total extent of public aid to the needy in the United States. Within the States there has been progress toward the coordination or integration of efforts under the three public-assistance programs, and in some instances under general relief programs also, to promote economical and efficient administration and well-rounded consideration of families whose needs entitle them to aid. Within the programs administered by the Board, the system of Federal old-age insurance, which is to provide future annuities for qualified workers, is hardly to be understood except in association with the complementary Federal-State program of old-age assistance, which provides help for those who have been unable to secure their livelihood in old age by this or other means.

It is with the aim of fulfilling its own responsibilities for study and administration and of facilitating the efforts of other agencies concerned with the social services that the Board has started publication of the Social Security Bulletin. The Bulletin will record developments in the fields for which the Board carries responsibility and, in certain instances, through the collaboration of other agencies, will summarize closely related developments essential to the measurement of the present progress and future potentialities of the social security program. As occasion offers, the results of research will be presented. Designed primarily as a link between members of the Board's Nation-wide organization and between the Board and the large number of Federal and State agencies directly concerned with administration of the program, it is hoped that the Bulletin also will promote a general understanding of the contribution of the social services to progress in the United States.

SOCIAL SECURITY IN REVIEW

The month of January recorded continued development of all phases of the social security program for which the Social Security Board carries responsibility. The outstanding event of the month was the start of full operation of the unemployment compensation program in 21 States and the District of Columbia, which began to count the waiting period for eligible unemployed workers and in some instances to pay benefits during that month.

Reports to the Board from collaborating Federal and State agencies indicated a continuing rise in need, as reflected in payments for relief and wages under the Works Program. The rise in unemployment noted in recent months is reflected not only in scattered reports from particular localities but in the trend of general relief expenditures for the country as a whole. Recognition of the increasing need for public aid has prompted the Congress to authorize an additional appropriation of \$250 million for the last 4 months of the current fiscal year, which officials of the Works Progress Administration estimate will ensure employment of an average of more than 2½ million persons per month under that program until the end of June.

Detailed statistics for January of the number of recipients and obligations incurred for different types of public aid, including wages under the Works Program, are given elsewhere in this Bulletin. The total amount of obligations incurred from public funds for aid to persons in need continued in January the upward trend which began in October. The public-assistance programs under the Social Security Act have continued to occupy an increasing part in the provision of aid to the needy. Reports on these programs for the month of January, given in detail in later pages of this Bulletin, indicate that aid was provided to nearly 1,609,000 recipients of old-age assistance, about 44,800 of the needy blind, and approximately 542,000 dependent children in 218,500 families. Total obligations incurred from Federal, State, and local funds for payments to these recipients amounted to \$39.5 million for January 1938, as compared with approximately \$25.7 million for January 1937.

The implications for the unemployment compensation program of recent increases in the volume of unemployment cannot as yet be measured quantitatively. They are suggested, however, in

the State reports now available on operations of the program in January. The initial volume of claims filed, coupled with such factors as lack of familiarity on the part of workers and employers with the necessary procedures, has resulted in inevitable difficulties and some delays in the actual payment of benefits. On the whole, however, the administrative operations under the program have been carried out with remarkable effectiveness.

The beginning of actual payment of unemployment compensation benefits has focused public attention on this program. Problems whose existence has been known or anticipated by only a relatively small group directly concerned with the administration of the program have begun to attract attention of insured workers, employers, and the general public, and consequently a constructive interest has been aroused in the development of methods for their solution. Among these problems are the interrelationship between unemployment compensation and relief, administrative difficulties in the payment of benefits to workers who move across State lines, the problem of compensation for partial unemployment, and the inapplicability of unemployment compensation to protection against loss of income during periods of illness and disability.

While these problems of unemployment and the unemployment compensation program have occupied a considerable measure of attention, the old-age insurance program under the Social Security Act has not lacked its share of public interest. Proposals for amendment of the old-age insurance provisions of the act have continued to come from various groups and individuals. A series of amendments has been introduced in Congress by Senator Vandenberg. These amendments, the Senator declared, would "hold pay-roll taxes for old-age retirement benefits to 1 percent on employers and employees . . . until Congress reviews the whole subject . . ." and require pay-roll taxes "to go automatically into the old-age reserve account." Recommendations made by representatives of small business at the recent conference included "simplification of detailed forms in connection with the social security tax . . ." At least one group represented at the conference went on record as favoring the stamp-book method of collection of contributions for the

two insurance programs under the act. To a group which presented a 10-point program including recommendations for extension of coverage under the old-age insurance and unemployment compensation programs, the President indicated that he was opposed to immediate extension of these programs to include all groups of the population, remarking that England has taken 27 years to work out its social security system and has amended its law almost every year.

Meanwhile, the Advisory Council on Social Security has held further meetings in connection with its consideration of proposals for amendments to the act. After its meetings in February the Council reported, through its Chairman, J. Douglas Brown, that it had concluded that "further study of all the factors involved is far more important now than any immediate revisions of the old-age provisions of the Social Security Act." In a letter to Arthur J. Altmeyer, Chairman of the Social Security Board, Mr. Brown stated: "The Advisory Council desires to prepare truly constructive recommendations. We do not feel that constructive recommendations on these fundamental issues can be developed in a short time. We doubt that our findings will be ready until the latter part of this year. Meanwhile, we should like to continue our efforts in a sustained study and discussion of these problems." An interim committee of the Council, it was indicated, would continue to function between the meetings of the entire Council.

During the February meetings of the Council, its members visited the Baltimore plant of the Social Security Board to observe the processes involved in setting up and maintaining the wage records of the millions of workers who are now accumulating rights to benefits under the old-age insurance program. The Council expressed itself as being favorably impressed with the efficient way in which these operations are being conducted.

As will be seen in a later section of this Bulletin, administrative operations under the old-age insurance program have continued during recent weeks on a larger scale than ever before. Applications for employee account numbers received by the Board had reached a total of nearly 37.8 million by the end of February. Claims for lump-sum payments are now being filed at the rate of nearly a thousand per day. The average amount of lump-sum payments certified during January was

\$31.68, as compared with an average of \$24 for all claims certified during the calendar year 1937.

A significant development illustrating new types of Federal-State relationships under the social security program occurred in February when the Board conducted an investigation of the administration of public assistance in the State of Oklahoma. After reviewing testimony which indicated substantial failure on the part of the public-assistance administration in the State to comply with provisions of Federal and State laws, the Board decided to withhold further grants of Federal funds for public assistance until there is compliance with State and Federal laws in the administration of public assistance in the State. Oklahoma welfare officials indicated that without further grants from the Federal Government sufficient funds are available to continue payments to the needy aged, blind, and dependent children for approximately 2 months.

The relationship of sickness to problems of economic security and to possible development of a national health program was indicated in a report released late in February by the Technical Committee on Medical Care of the Interdepartmental Committee appointed by the President in October 1936 to coordinate health and welfare activities of the Federal Government. Calling attention to the costs of illness and premature death in this country, the committee stated: "It is cause for grave concern, and for action, that the poor of our large cities experience sickness and mortality rates as high today as were the gross rates of 50 years ago. . . . A large proportion of the population—certainly one-third and perhaps one-half—is too poor to afford the full cost of adequate medical care on any basis. . . . All things considered, it is probable that the most acute need in the United States is for more effective distribution . . . of hospital facilities and of medical and public-health personnel . . ." Among the specific needs outlined by the committee in its report were: a more extensive attack on the problem of maternal and infant mortality; more widespread availability of modern therapy for pneumonia; further reduction in deaths from tuberculosis; more adequate measures for the control of malaria in rural areas; and a program for the extension of treatment and control of syphilis. The committee devoted special emphasis to the health problems of dependent and low-income families.

ECONOMIC STATUS OF THE AGED

Marjorie Shearon *

There are nearly 8 million persons in the United States who have reached or passed the critical age of 65. Particular interest attaches to them because of State and Federal legislation recently enacted to bring them a measure of economic security. During the years to come, most industrial and commercial workers will count on modest annuities under title II of the Social Security Act, and it is entirely probable that many other persons not now covered by the insurance features of the act will receive such protection. Taxation of employees and employers under title VIII of the Social Security Act and the use of Federal and State revenues for old-age assistance under title I have called forth discussion concerning the wisdom of social provision for old-age support.

Opinion in the press and elsewhere has been divided as to the need of the aged for special consideration and protective legislation. Many individualists still believe that provision for old age should be a matter of personal initiative and that, by and large, only the improvident find it necessary to seek public or private charity. There is also widespread belief that government should not impinge upon the traditions of family responsibility for the aged. Then, too, it is pointed out, increasing numbers of persons are enjoying the benefits of public and private pensions and annuities as Government systems expand and industry makes more generous provision for retired workers under group insurance.

In evaluating such statements and in arriving at a quantitative conception of the extent to which persons 65 and over are dependent upon others for support, it would be highly desirable if we could ascertain the economic status of each person in this age group. Clearly, no direct method of determining the means of support of the aged is possible. A house-to-house canvass, even if practicable, would fail to yield the desired information, for persons who were not applying for, or already receiving, public or private relief would be under no compulsion to reveal the sources and amount of their income. A few surveys of this type have been made in the past, but they are out of date

and are open to criticism as being either biased or inadequate in scope, or not sufficiently penetrating.

In default of any direct method of obtaining an economic census of the aged, an indirect method is here presented, based on an analysis of statistical, social, and economic data (table 1). These data are believed to be reasonably accurate as of some date during the year ended April 15, 1937, usually as of December 31, 1936. When current statistics have been lacking, estimates have been made from the latest information available.

GENERAL CONCLUSIONS

Persons 65 or over may be divided into two economic groups: *The independent*, or essentially self-sustaining, and *the dependent*, comprising (1) those supported wholly or partially by public or private social agencies, and (2) those who are essentially dependent on friends and relatives.

At the beginning of 1937 there were three large groups of the aged (each numbering about 1 million persons) who possessed or received some form of income: (1) persons with current earnings (item A-1 in table 1), (2) persons with savings (A-2), and (3) those in receipt of public assistance (old-age assistance and aid to the blind) under the Social Security Act (B-1a).

In addition, there were three smaller miscellaneous groups: one of about half a million (574,000) persons who received Federal, State, municipal, and private pensions, insurance annuities, and so forth (A, items 3-10); a second of about a quarter of a million (268,000) persons who received various forms of organized public or private relief, other than public assistance under the Social Security Act, in their own homes (B, items 1b-1d); and a third group of about 200,000 aged persons who were in public or private homes, in hospitals for mental disease, or in other institutions (B, items 1e-1h).

The number with earnings and savings is estimated; the number receiving public assistance is known from actual count; the miscellaneous groups are partly estimated and partly by count. The validity of conclusions here presented would

*Social Security Board, Bureau of Research and Statistics.

Table 1.—Means of support of persons 65 years of age and over in the United States, compiled and estimated, April 1937¹

Status of persons dependent on specified means of support	Number	Percentage distribution
Total estimated number of persons 65 and over in the United States, Jan. 1, 1937	7,816,000	100.0
A. Self-dependent²	2,746,000	35.1
By reason of:		
1. Current earnings	1,000,000	12.8
2. Savings, real estate, or securities	1,172,000	15.0
3. Federal pensions:		
a. Military service:		
(1) Veterans' Administration	46,000	0.6
(2) Federal employees receiving military retirement pay (Army, Navy, Marine Corps, and Coast Guard)	25,000	0.3
b. Civil service	33,000	0.1
c. Other Federal employees	(4)	(0)
4. State pensions:		
a. State employees	6,000	0.1
b. Teachers	18,000	0.2
5. Municipal pensions:		
a. Policemen and firemen	25,000	0.3
b. Teachers	7,000	0.1
c. Other municipal employees	10,000	0.1
6. Private industrial pensions	150,000	1.9
7. Trade-union pensions	10,000	0.1
8. Other private pensions	25,000	0.3
9. Insurance annuities	204,000	2.6
10. Other resources	15,000	0.2
B. Dependent	5,070,000	64.9
1. Supported wholly or partially by public or private social agencies		
a. In receipt of public assistance under the Social Security Act (December 1936)	1,590,000	20.3
b. In receipt of emergency unemployment relief, of poor relief, or of old-age assistance not under the Social Security Act (noninstitutional care only)	1,116,000	14.3
c. In receipt of earnings or subsistence payments under the Works Program (December 1936)	200,000	2.6
d. In receipt of organized private charity	58,000	0.8
e. In public homes:		
(1) Local homes, almshouses, county homes, poor farms, infirmaries	50,000	0.6
(2) State and Federal veterans' homes and State homes for civilians	17,000	0.2
f. In hospitals for mental disease	72,000	0.9
g. In prisons and jails	2,000	(0)
h. In private homes for the aged (denominational, fraternal, nonsectarian, and other)	55,000	0.7
i. Other	10,000	0.1
2. Dependent on friends and relatives (wholly or almost wholly)	3,480,000	44.6

¹ Compiled from latest data available from sources indicated in section on Detailed Analysis, p. 7, *infra*. All figures rounded to thousands. Data, unless otherwise stated, are reasonably correct as of some date during the year ended Apr. 15, 1937. Data on pensioners adjusted, where possible, to refer only to persons 65 years of age or over. Persons under 65, retired because of disability, as well as widows under 65 and dependent minors, are generally excluded. Errors arising from lack of exact information as to age distribution are believed to be small and not biased in one direction.

² Estimated for continental United States, Alaska, and Hawaii on the advice of the U. S. Bureau of the Census by the Division of Public Assistance Research, Bureau of Research and Statistics, Social Security Board. Total for Alaska and Hawaii, 13,877; little specific information available about the aged in these Territories.

³ Many persons in this group are partially dependent even though they have some income from earnings, property, savings, or investments.

⁴ Fewer than 1,000.

⁵ Less than 0.1 of 1 percent.

be seriously affected by any large error in the estimates of items A-1 and A-2, but, for reasons given below, these estimates are believed to be reasonably correct.

While the number of persons of working age covered by pension and annuity plans was fairly

large, the number of aged persons actually receiving benefits was small, because of high mortality and labor turnover among industrial and other groups which heavily cut down the number of covered workers who had lived to retirement age and had been able to qualify for pensions under plans antedating the Social Security Act.

Out of a total of about 7.8 million persons 65 or over on January 1, 1937, in the continental United States and the Territories of Alaska and Hawaii, it is believed that:

Approximately one-third (2.7 million) were self-dependent by reason of their current earnings, savings (including income from property or other investments), pensions, or annuities. It is assumed that such persons were essentially self-sustaining and able at least to subsist on their income, but that possibly one-half of them (1.4 million) were partially dependent upon friends and relatives for a more comfortable living and received some aid in the form of food, clothing, shelter, spending money, medical care, or recreation.

Approximately one-fifth (1.6 million) were supported wholly or partially by public or private social agencies. Of this number, possibly three-fourths (1.2 million) received some assistance from friends and relatives.

Between two-fifths and one-half (3.5 million or 45 percent) appear to have been essentially dependent on friends and relatives.

Approximately two-thirds (5 million) were supported wholly or partially by public or private social agencies or were dependent on friends and relatives.

Over three-fourths (6 million or 77.5 percent) were in all likelihood wholly or partially dependent on children, other relatives, or friends. This estimate is the total of the following items in table 1: B 2 (3.5 million), plus one-half A (1.4 million), plus three-fourths B 1 (1.2 million).

Slightly more than half a million persons 65 or over (559,000) were enjoying the benefits of pensions or annuities which they had earned or had purchased directly from private insurance companies. Many *retirants*¹ under pension systems are under 65 and are excluded from this survey.

¹ A *retirant* is a person who has retired from public or private employment or service and who is in receipt of a public or private pension or annuity or both. (The word *retirant* refers to the act of retiring or of going into retirement, while *retirant* refers to the person who performs the act of retiring.) The term is comparable to *annuitant*, a person who has an annuity, but is more comprehensive since it includes both pensioners and annuitants who are bene-

Fewer than half a million (473,000) were receiving aid from public or private social agencies, other than that administered under the Social Security Act, titles I and X.

One-seventh of all persons 65 or over (1.1 million) were receiving old-age assistance under the Social Security Act in 40 States, the District of Columbia, and the Territory of Hawaii. To this number may be added about 9,000 persons in this age group who were receiving aid to the blind under the Social Security Act in 25 States and the District of Columbia.

DETAILED ANALYSIS OF MEANS OF SUPPORT OF PERSONS 65 AND OVER

The Self-Dependent

This group, comprising about one-third of all persons 65 or over, includes those who are essentially independent by reason of the receipt of income of one kind or another, exclusive of aid from social agencies or of substantial assistance from friends and relatives. Many persons who are independent at age 65 become in later years partially, and then wholly, dependent as earnings cease and savings are exhausted. The aged are self-dependent by reason of:

Current Earnings

The Committee on Economic Security estimated there were about 1 million persons 65 and over employed at the beginning of 1935.² In 1936 Henry E. Jackson of the Social Engineering Institute in New York City estimated there were 1,015,388 persons 65 and over employed in American industries.³ These estimates seem reasonable since numerous factors have been operating to decrease the number of the aged in gainful

occupations under retirement systems. Thus, a retiree under a State employee retirement system may receive an annuity purchased by his own contributions plus a pension of equal amount given to him by the State. The term *retiree* excludes persons who have never been gainfully occupied and who, therefore, cannot retire under a retirement system, but who may, nevertheless, purchase annuities from private insurance companies. The term *pensioner* is unsatisfactory because it has been laxly used to include not only persons rewarded by a grateful government for military or civil service, or by industry and labor for industrial service, but also persons in receipt of public assistance administered on the basis of need without regard to previous service records.

² U. S. Senate. *Economic Security Act*. Hearings on S. 1130, Committee on Finance, 74th Cong., 1st sess. (Washington, 1935), pp. 168, 1,114.

³ Jackson, H. E., *Social Security by Common Law*, Social Engineering Institute (New York, 1936), p. 14.

occupations, which was reported as 2.2 million persons in the 1930 census. These factors are (a) permanent loss of employment during the depression by persons in their fifties and sixties, (b) failure of industry to reemploy older unemployed persons who, but for the depression, would have remained at their jobs, (c) increased competition for jobs by younger workers, (d) industry's demand for younger, stronger, more adaptable workers, especially in mechanized trades, (e) fixation in the public mind of 65 as the age at which voluntary or involuntary retirement should take place and after which persons are usually adjudged "unemployable," and (f) underwriting requirements of group insurance schemes which militate against older workers.

Savings, Real Estate, or Securities

The State Commission on Old Age Security in New York estimated that only 5 percent of persons 65 and over in that wealthy State in the prosperous year of 1929 were self-dependent on savings.⁴ Taking the country as a whole, there is strong evidence that four-fifths of the entire adult population has on the average about \$250 per capita accumulated wealth and, therefore, cannot be self-supporting, except for a short period, by reason of savings, interest, rents, dividends, receipts from insurance (exclusive of annuities), or proceeds from the sale of owned property. Estate data analyzed for the period from 1912 through 1923 indicated that four-fifths of all adults dying during those years had estates of an average value of approximately \$250.⁵ Presumably, therefore, more than four-fifths of all persons 65 and over have wealth of less than \$250, for most of them have passed the period of accumulation and are drawing on past savings. This tapering off of savings as age advances leads us to assume that probably about 85 percent of the aged have total accumulated wealth or capital (savings, real estate, securities) in an average amount of about

⁴ New York (State), Commission on Old Age Security, *Old Age Security* (Albany, Lyon, 1930). Legislative Doc. (1930) No. 67, p. 39.

⁵ U. S. Federal Trade Commission, *National Wealth and Income* (Washington, 1926), p. 58. The total number of persons dying in areas included in the study during the period covered was 259,908, of whom 184,958 were 21 years of age or over. Of these, only 43,512 had estates which were probated; the remaining 141,446, or 76.5 percent, had estates too small to probate. The average value of unprobated estates was assumed to be the same as in the lowest value group (under \$500) of probated estates, namely, \$258. Thus, of the estates studied, 147,545, or 79.8 percent, had an average value of \$258.

\$250, an amount entirely inadequate to provide an independent living during old age, and that only 15 percent have capital resources averaging more than \$250. That the wealth of the aged is necessarily small is further indicated by the fact that nearly three-fifths of all persons reported to be 65 or over in the 1930 census were in the older age group of 70 or over. In this group employment is markedly curtailed and savings are small or nonexistent. Even possession of real estate, as home or investment, may not keep an otherwise penniless aged person from destitution.

Federal Pensions

Military service.—Two groups are included here: (1) aged beneficiaries in receipt of pensions paid by the United States Veterans' Administration, and (2) Federal military employees on retirement pay.

(1) **Veterans' Administration.**—The United States Veterans' Administration reports that on March 31, 1937, there were 594,831 veterans or dependents of deceased veterans receiving pensions, compensation or disability allowances, or emergency officers' retirement pay; of this number 45,728⁶ are estimated to be 65 or over and are the only ones included in this analysis.

(2) **Federal employees receiving military retirement pay.**—There were approximately 25,000 Federal military employees, mostly in the War and Navy Departments, who were receiving retirement pay although not under the civil-service retirement system. This total included retirants of the Coast Guard Service, which is in the Treasury Department but is considered part of the Federal military service since in time of war it comes under the jurisdiction of the Navy Department. On June 30, 1936, Federal military retirants, of whom some were under 65, included:

Officers, nurses, and others in the War Department	14, 530
Officers and enlisted men in the Navy Department	7, 775
Officers (418) and enlisted men (630) in the Marine Corps	1, 048
Coast Guard retirants: Commissioned officers and enlisted men (1,214); members of the former Life Saving Service on compensation list (160)	1, 374
Total	24, 727

⁶ Private communication.

Civil service.—The United States Civil Service Commission reported 51,206 annuitants on the roll on June 30, 1936, distributed as follows:⁷

Retired for age	24, 603
Retired on account of disability	10, 877
Voluntary separation within 2 years of retirement	
age after 30 years of service	4, 610
Involuntary separation after 30 years of service	9, 118
Involuntary separation with less than 30 years of service	1, 998
Total	51, 206

Not quite two-thirds (33,106, or 65 percent) of these annuitants were 65 or over.⁸

Other Federal employees.—There were approximately 700 Federal employees not in the military service and not under civil service who were receiving retirement pay on June 30, 1936. These included 553 in the Lighthouse Service; 80 officers of the Foreign Service in the State Department; 47 commissioned officers of the Public Health Service; 24 judges in the Department of Justice; and 9 commissioned officers in the Coast and Geodetic Survey. (Unpublished data.)

State Pensions

State employees.—On April 15, 1937, only 11 States had retirement plans for all State employees not covered by special plans.⁹ The number of beneficiaries in any one of the States is not large, and the total for all of them probably does not exceed 6,000 persons after deductions are made for retirants, and a few dependents, under 65. Dependents 65 and over are included. Latest data available from State reports and correspondence indicate the following distribution of beneficiaries under State-wide plans (table 2).

Teachers.—In addition to State-wide retirement plans for all State employees, there are also State plans for public school teachers. Current unpublished data from the National Education Association, Washington, D. C., show there are about 871,000 public school teachers in the United States, 64 percent of whom are covered by some sort of retirement system. In May 1937, there were 23 State-wide systems and 59 local systems in operation; 4 States have passed laws to be-

⁷ U. S. Civil Service Commission, *Fifty-third Annual Report for the Fiscal Year Ended June 30, 1936* (Washington, 1936), p. 78.

⁸ U. S. Civil Service Commission, *Civil Service Retirement, Fiscal Year Ended June 30, 1936, Form 3013*, March 1937, pp. 6, 7.

⁹ *Retirement Systems for State Employees in Kansas* (Research Department, Kansas Legislative Council, 1937), Pub. No. 59, pp. 10, 20-24. For description of State and other retirement plans, see *Old-Age and Disability Pensions*, S. Doc. No. 140 (Washington, 1928).

Table 2.—Number of beneficiaries aged 65 and over¹ under State employee retirement plans, exclusive of special plans for policemen, firemen, and teachers

State	Date	Number of beneficiaries	Remarks
Total		5,771	
California ²	June 30, 1936	2,313	Disability and service retirants including those under age 65; 4 beneficiaries of deceased retirants included.
Colorado ³	June 30, 1937	2,50	40 service; 10 disability. No provision for dependents.
Connecticut ⁴	1937	2,76	Retirants under 65 included.
Maine ⁵	October 1937	2,37	All service retirants; no provision for dependents.
Massachusetts ⁶	do	526	Total retirants 590 (including 64 under age 65); 548 service; 42 disability. (21 dependents not included with retirants.)
Minnesota ⁷	October 1, 1937	265	Total retirants 293 (including 28 under age 65). Those 65 and over include: 258 superannuation, 7 disability. No provision for dependents.
New Jersey ⁸	June 30, 1937	144	Total beneficiaries 204 (including 60 under age 65). Those 65 and over include: 128 service; 11 disability; 5 dependents.
New York ⁹	do	2,941	Total beneficiaries, including dependents, 3,892; 2,941 or 75.6 percent 65 or over.
Ohio ¹⁰	1937		System adopted 1933. First pensions payable Jan. 1, 1938.
Pennsylvania ¹¹	September 1937	2,1396	907 superannuation; 107 disability; 382 involuntary.
Rhode Island ¹²	1937	23	System adopted 1936. 11 under 65 not included.

¹ Beneficiaries include retirants for both service and disability, and also, in some States, widows, orphans, and other dependents of deceased beneficiaries; unless otherwise stated, beneficiaries are 65 years of age and over.

² Report of the Board of Administration, California State Employees' Retirement System, for the fiscal year ending June 30, 1936, p. 9 (mimeo).

³ Age distribution not available.

⁴ State Employees' Retirement Association of Colorado, Secretary's Annual Report, July 1, 1936, to June 30, 1937 (Denver, Colo., 1937), p. 4; also data from correspondence.

⁵ Report of Commission Appointed to Study Pension Systems in the State of Connecticut, 1936-37, Public Doc. No. 88, 36 pp. (Hartford, Conn., 1937), p. 34.

⁶ Data from correspondence.

⁷ State Employees' Retirement System of New Jersey, Fifteenth Annual Report of the Board of Trustees, June 30, 1937, p. 29.

⁸ Sixteenth Report of the Comptroller on the Operation of the [New York] State Employees' Retirement System, Legis. Doc. (1937) No. 12, 58 pp., 1937, pp. 36-48.

⁹ Retirement System for State Employees in Kansas, loc. cit., p. 10. Also unpublished information in correspondence dated Dec. 23, 1937.

come operative by or in 1939.¹⁰ There are approximately 32,000 teachers receiving State pensions. The average allowance is about \$700 per year. In some States there are no age requirements for service retirements, in others retirement is optional at 60, and again it may be as low as 50 for women and 58 for men. Disability retirements are permissible after from 5 to 20

¹⁰ "Teacher Retirement Systems and Social Security," Research Bulletin of the National Education Association, Vol. XV, No. 3, May 1937. By September 1937, there were State-wide teacher retirement systems in 32 jurisdictions including 28 States, in 7 of which the laws became effective in 1937, the District of Columbia, Hawaii, the Canal Zone, and Puerto Rico. National Education Association of the United States, *List of State and Local Teacher Retirement Systems*, September 1937.

years' service.¹¹ As a result of the liberality of these requirements, the average age for both superannuation and disability retirement of teachers is low. Recent data on age distribution are not available. If the distribution is similar to that shown among Federal employees and if allowance is made for (1) the much larger proportion of women among teachers than among Federal civil-service employees and (2) the higher disability rate for women resulting in their early retirement, we may assume that probably not more than 55 to 60 percent, or 17,600 to 19,200, of teachers retired under State plans are 65 or over.

Municipal Pensions

Policemen and firemen.—Most of the larger, and many of the smaller, cities provide pensions for firemen, policemen, and teachers. In 1934, 228 or 85.4 percent of the cities of 30,000 population or over reported retirement systems for some or all of their employees.¹² Of the reporting cities 222 provided for old-age retirement. In the majority of cities only firemen and policemen were protected. In a number of the larger cities for which accurate data are available it is found that firemen and policemen tend to retire early, frequently in their fifties after 20 to 25 years of service.¹³ In 1930 the United States Bureau of the Census reported 73,008 firemen in fire departments and 131,687 policemen, a total of 204,695. If it is assumed that all the employees in these two groups were covered by retirement systems, and if the number of retirants 65 and over constituted from 10 to 15 percent of the active force (the ratio is higher than among other public retirants), then between 20,500 and 30,750 firemen and policemen in the United States were 65 and over and were retired. For lack of a more accurate figure it will be assumed that there were some 25,000 in this category at the end of 1936.

Teachers.—The National Education Association reported 12,000 teachers in receipt of pensions

¹¹ U. S. Bureau of Labor Statistics, *Public Service Retirement Systems, United States, Canada, and Europe* (Washington, 1929), Bull. No. 477, pp. 83, 85.

¹² "Municipal Retirement Systems," *The Municipal Year Book, 1935*, The International City Managers' Association (Chicago, 1935), p. 210.

¹³ In New York City in 1926 "the average age of service retirants [among policemen] was 54.87 years, and of disability retirants 47 years." U. S. Bureau of Labor Statistics, Bull. No. 477, p. 144. More recent information is made available through the Citizens Budget Commission of New York City which prepared a survey of pension provisions for police and firemen in 203 American cities. *New York Times*, Feb. 14, 1938.

under 59 local retirement systems early in 1937.¹⁴ Of this number probably about 6,600 are 65 or over if the same age distribution obtains as has been assumed for teachers under State retirement plans.¹⁵

Other municipal employees.—In 1929 the United States Bureau of Labor Statistics summarized results of a survey it had made in 1927 of public retirement plans in the 18 cities having a population of 400,000 or over. In 1926 nine of the cities had plans for all city employees,¹⁶ and there were 4,619 on the pension rolls exclusive of policemen, firemen, and teachers. Because of the limited retirement protection for municipal employees other than the three groups mentioned and because the pension rolls have increased slowly, it seems unlikely that there are in the United States more than 10,000 retired municipal employees, 65 and over, in addition to policemen, firemen, and teachers. We reach approximately the same estimate by another approach. At the end of 1936 there were 527,755 employees (excluding school personnel) in 816 cities or an estimated total of 680,000 (excluding school personnel) in all urban places of 2,500 or over.¹⁷ Of this number upwards of 250,000 were firemen and policemen, leaving some 400,000 municipal employees in positions that were covered, if at all, by meager retirement systems. If we assume that the 5-percent ratio between retired and active employees, which is general for Federal employees and for teachers, is applicable to the 680,000 municipal employees, there might have been some 34,000 municipal pensioners at the end of 1936, including policemen, firemen, and other classes, but excluding teachers. In the present analysis we have placed the estimate at 25,000 policemen and firemen and 10,000 miscellaneous retirants, figures which would appear to mark upper limits for municipal retirants.

Private Industrial Pensions

M. W. Latimer estimated that 140,000 persons in the United States and Canada were receiving industrial pensions during 1931.¹⁸ Latest available information for 1933 indicates there were not more

¹⁴ Unpublished data.

¹⁵ See discussion of retirants under State plans, *supra*, pp. 8-9.

¹⁶ U. S. Bureau of Labor Statistics, *Care of Aged Persons in the United States*, Bull. No. 489 (Washington, 1929), p. 233.

¹⁷ "Municipal Personnel Data," *The Municipal Year Book*, 1937, The International City Managers' Association (Chicago, 1937), p. 263.

¹⁸ Latimer, Murray Webb, *Industrial Pension Systems in the United States and Canada*, Industrial Relations Counselors, Inc. (New York, 1932), p. 996.

than 165,000 pensioners at the end of that year,¹⁹ and the number was probably not greater than 175,000 at the end of 1936. Making allowance for Canadian pensioners and for those under 65 years of age retired early for disability or other reasons, it seems unlikely that more than 150,000 persons 65 and over in the United States alone were receiving industrial pensions at the end of 1936. This estimate is arrived at by considering the ratio of total population in the United States to that in Canada and the ratio of group insurance business in the two countries. It is assumed that 5 percent of total industrial pensioners may be Canadians and that approximately 10 percent are under 65. An estimate of 150,000 private industrial pensioners, 65 and over, in the United States in 1936 appears to be liberal in view of the fact that at the beginning of 1935 there were 116,145 pensioners, including those under 65, in the United States and Canada, under plans operated by 145 companies and approximately 50 Class I railroads, as well as under all (405) industrial group annuity contracts. The number of employees covered by these various plans was 2,546,752 at the beginning of 1935.²⁰

The total of 116,145 pensioners included about 53,000 pensioners of Class I railroads,²¹ pensioners of all the more important companies in which are to be found the majority of employees covered by private pension plans, and the pensioners under group annuity contracts. The number in this last category was insignificant. Thus, on December 31, 1935, the 6 insurance companies underwriting the bulk of the group annuity business in the United States were paying pensions to only 6,587 employees.²² That there were so few pen-

¹⁹ Data furnished to M. W. Latimer by Industrial Relations Counselors, Inc., New York.

²⁰ *Industrial Pension Systems in the United States and Canada*, Industrial Relations Counselors, Inc. (New York, 1936), pp. 18, 19, 21.

²¹ The Railroad Retirement Board was paying pensions to only 1,000 railroad employees on Nov. 30, 1936, and did not take over the great majority of these employees until late in 1937. On Oct. 31, 1937, the Board had passed on, and accepted, 16,253 retirants, 8 percent of whom were under 65 years of age, and had taken over 46,800 retirants who had been receiving private pensions under railroad plans. (Unpublished data, Dec. 27, 1937.) On Nov. 30, 1937, a total of 73,378 individuals, including a few duplications, were on the annuity and pension rolls of the Railroad Retirement Board; monthly payments aggregated nearly \$4.5 million. (*Annual Report of the Railroad Retirement Board for the Fiscal Year Ended June 30, 1937* (Washington, 1938), p. 31.) At present March 1938, since railroad pensioners have been transferred to a Government plan, the number of other beneficiaries under private industrial pension plans may well be not more than 80,000 to 90,000.

²² Robbins, Rainard B., *Preliminary Report on the Status of Industrial Pension Plans as Affected by Old-Age Benefit Sections of the Social Security Act* to the Committee on Social Security of the Social Science Research Council, (Washington, Mar. 21, 1936), p. 6.

sioners under group annuity plans is due in part to the fact that this type of protection is a recent development in the insurance field (the first group annuity contract having been written in 1921),²³ but more especially to high mortality prior to 65 and heavy labor turn-over. One actuary in 1929 expressed the opinion that "fifty percent of the present [group annuity] coverage will probably quit or die within the next twenty years."²⁴ That prediction was made before wholesale layoffs during the depression radically reduced the already meager chances of industrial employees to benefit under private retirement systems.

Trade-Union Pensions

At the beginning of 1932, 25 unions maintained some system of relief for aged and for permanently and totally disabled members.²⁵ These unions included in their membership about 1.5 million workers constituting 45 percent of all trade-union members. The actual number of pensioners in trade-unions with active pension plans was slightly in excess of 10,000 in 1929.²⁶

Not all trade-union pensioners are over 65. Members of certain unions are eligible for pensions at 60 or 62 years of age, although 65 is the most common age. Widows, frequently under 65, and persons retired for disability, generally under 65, are also beneficiaries. A study made in 1928 showed that of 2,954 recipients of pensions from the bricklayers' union, 76 were in receipt of disability pensions and 823 were widows; similarly 1,533 out of 4,467 persons receiving pensions from the locomotive engineers' union were widows.²⁷

In 1928 trade-unions paid nearly \$5 million in old-age benefits, in 1930 nearly \$6 million, and in 1931 and 1932 over \$6 million annually, but by

²³ Hohaus, Reinhard A., "Group Annuities," American Institute of Actuaries, *The Record*, Vol. XVIII, June 1929, p. 53.

²⁴ Burling, W. H., "Discussion of Paper by Hohaus on Group Annuities," American Institute of Actuaries, *The Record*, Vol. XVIII, October 1929, p. 256.

²⁵ Latimer, M. W., *Trade Union Pension Systems*, Industrial Relations Counselors, Inc. (New York, 1932), pp. 116, 128.

²⁶ *Ibid.*, pp. 136-143.

²⁷ *Old Age and Disability Pensions*, S. Doc. No. 140, 70th Cong., 1st sess. (Washington, 1928), p. 155. Age-distribution data for trade-union pensioners are not available, but we know from experience under the New York State Retirement Plan that 55 percent of the female dependents of deceased beneficiaries or of employees dying from accidental causes were under 65 years of age. See *Operation of the [New York] State Employees' Retirement System*, op. cit., p. 46. In the Federal civil service, two-thirds (67.8 percent) of the annuitants retired for disability are under 65 years of age. See *Civil Service Retirement, Form 3013*, 1937, p. 6.

1935 benefit payments had dropped to less than \$4 million.²⁸ Making allowance for pensioners retired for age before 65, for disability pensioners, and for widows under 65, there were undoubtedly fewer than 10,000 persons 65 and over in receipt of trade-union pensions at the end of 1936.

Other Private Pensions

In this group are included pensions paid to members of religious organizations, to college staffs, to members of fraternal organizations, and any other private pensions not included in the two previous groups. At the end of 1936 there were probably about 22,000 persons 65 and over receiving pensions from Protestant religious organizations. This estimate is based on the total of 32,000 pensioners reported to Congress early in 1935 by the Church Pensions Conference.²⁹ The total is estimated to have increased to about 33,000 at the end of 1936, and it is assumed that about one-third were widows under 65, children, or persons under 65 retired for disability.

The Carnegie Foundation for the Advancement of Teaching reported that on June 30, 1936, there were 1,247 allowances and pensions in force in the United States, Canada, and Newfoundland for retired members of college staffs or for the dependents of deceased members.³⁰ On December 31, 1936, annuities were being paid to 1,361 teachers through the Teachers Insurance and Annuity Association, a nonprofit corporation, the stock of which is held by the Carnegie Corporation.³¹ This Association was chartered in 1918 to write annuities and life insurance for members of college staffs. During 1935 a new arrangement was entered into between the Carnegie Foundation and the Teachers Insurance and Annuity Association whereby the former agreed to give the Association an endowment grant of \$6,700,000 and to release its stock ownership. The total endowment grant is to be paid to the Association before

²⁸ U. S. Bureau of Labor Statistics, *Handbook of Labor Statistics 1936 Edition*, Bull. No. 616 (Washington, 1936), p. 392, and *Proceedings of the Fifty-sixth Annual Convention of the American Federation of Labor* (held at Tampa, Fla., 1936), p. 64.

²⁹ U. S. House, Committee on Ways and Means, *Economic Security Act Hearings on H. R. 4120*, 74th Cong., 1st sess. (Washington, 1935), p. 917.

³⁰ The Carnegie Foundation for the Advancement of Teaching, *Thirty-first Annual Report* (New York City, 1936), p. 103. See also U. S. Department of the Interior, Office of Education, *Insurance and Annuity Plans for College Staffs*, Bull. 1937, No. 5 (Washington, 1937).

³¹ "Annuities," *The Spectator*, April 15, 1937, p. 8.

December 31, 1938;³² the transfer of stock from the Foundation to the Association has been deferred for the present.³³ At the end of 1935 the Association had over 22,000 contracts of annuity and insurance outstanding. The policyholders were mainly in 150 institutions, but some were scattered thinly through 650 more.³⁴ In the year ended June 30, 1936, the Association paid allowances and pensions to 722 retired teachers and 525 widows, in a total amount of \$1,870,234 (\$1,403,648 to the teachers and \$466,586 to the widows).³⁵ The average age at date of retirement for professors and officers in institutions associated with the Carnegie Foundation is 67.89 on the basis of age, 55.83 on the basis of service, and 58.41 on the basis of disability.³⁶ Here, as in the case of other retirement systems, many retirants are under 65.

The Harmon Association for the Advancement of Nursing was incorporated on December 27, 1926, for the purpose of developing a retirement system for registered nurses. The three national nursing organizations—The American Nurses' Association, The National League of Nursing Education, and The National Organization for Public Health Nursing—have cooperated in the plan,³⁷ which is a group annuity system under a contract made by one of the large life insurance companies.³⁸ According to the 1930 census, there were 294,189 registered nurses in the United States; 2,540 nurses have enrolled as members of the Harmon Association, and 29 have retired on average annuities of about \$440 annually.³⁹

The total number of private pensions paid to persons 65 and over in this miscellaneous group at the end of 1936 is estimated at 25,000, including 22,000 under denominational plans, about 1,000 by the Teachers Insurance and Annuity Association (allowance being made for retirants and dependents under 65), possibly 300 by fraternal

³² The Carnegie Foundation for the Advancement of Teaching, *Thirty-first Annual Report*, p. 22.

³³ Teachers Insurance and Annuity Association of America, *Nineteenth Annual Report to the Policyholders for 1937*, p. 4.

³⁴ The Carnegie Foundation for the Advancement of Teaching, *Thirty-first Annual Report*, p. 18.

³⁵ *Ibid.*, p. 102.

³⁶ *Ibid.*, p. 97.

³⁷ Harmon Association for the Advancement of Nursing, Inc., *Annuites for Nurses* (no date), p. 3. See also *Retirement Annuities Plan of the Harmon Association for the Advancement of Nursing* (April 1930).

³⁸ Harmon Association for the Advancement of Nursing, Inc., *Protected Retirement Income for Nurses (The Harmon Plan)* (May 1, 1936).

³⁹ Data furnished by Harmon Association to the National Education Association.

organizations, and a small number of pensions paid by scattered, unlisted organizations, by libraries and charitable institutions, and under the Harmon Association for the Advancement of Nursing.

Insurance Annuities

Insurance companies reported 205,425 individual annuities (including 1,371 of the Teachers Insurance and Annuity Association) in force on December 31, 1936, with income then payable in an average amount of \$370 per annuity for 1936.⁴⁰ After deducting teachers included in group 8 (table 1), almost 204,000 annuitants remain. An unknown number are under 65.

Other Resources

An arbitrary allowance has been made for 15,000 persons who might have been receiving types of pensions or annuities not here listed or who had some special form of income. Here are included beneficiaries of other private plans as well as an unknown number of persons such as secretaries, companions, servants, and others who may have been beneficiaries of grateful employers.

The Dependent

This group, comprising about two-thirds of all persons 65 and over, includes 1.6 million wholly or partially supported by public or private social agencies and 3.5 million who are primarily dependent on friends and relatives. The latter have no appreciable income and are not supported by organized social agencies.

Supported Wholly or Partially by Public or Private Social Agencies

In receipt of public assistance under the Social Security Act.—The Social Security Board reported 1,107,479 in receipt of old-age assistance under the Social Security Act during December 1936.⁴¹ Payments were made from Federal, State, and local funds. It may here be noted that during the year 1937 there was an increase of about 500,000 recipients of old-age assistance, for it is estimated that approximately 1.6 million per-

⁴⁰ "Annuities." *The Spectator*, April 15, 1937, p. 8.

⁴¹ Social Security Board, Bureau of Research and Statistics, Division of Public Assistance Statistics, *Public Assistance, Monthly Statistics for the United States*, Vol. I, No. 12, December 1936, table 201-3-12. (505 persons from Alaska included.)

sons received this type of aid in December 1937.⁴² This large increase undoubtedly represents to a considerable degree transfers to the old-age assistance rolls from poor relief, unemployment relief, private charity, and other forms of public or private assistance.

In addition to those receiving old-age assistance at the end of 1936, there were 28,971 recipients of aid to the blind,⁴³ of whom possibly one-fourth to one-third were 65 or over.⁴⁴ If an estimated 9,000 blind are added to the known 1,107,000 recipients of old-age assistance, there were 1,116,000 persons 65 or over receiving public assistance under the Social Security Act.

In receipt of emergency unemployment relief, of poor relief, or of old-age assistance not under the Social Security Act (noninstitutional care only).—At the beginning of 1935, it was estimated there were 700,000 persons 65 and over on the rolls of the Federal Emergency Relief Administration.⁴⁵ In addition an unknown number of aged persons were then receiving poor relief in their homes.

Since the passage of the Social Security Act in August 1935 and the withdrawal of Federal funds for emergency relief at the end of that year, there has been a double incentive to transfer the aged from general relief to old-age assistance rolls. The granting of old-age assistance under the Social Security Act has presumably reduced the number of appeals by the needy aged to poor relief authorities. The persons who, at the beginning of 1937, were applying for these two forms of general public assistance—unemployment relief and poor relief—were: those not eligible for old-age assistance because of residence, citizenship, age, or other requirements; persons in States not yet having old-age assistance laws; and persons in States with old-age pension laws who were eligible for assistance but were not receiving it because of administrative decisions or lack of funds. Statistics for these various classes are not available, but

⁴² See p. 46, table 5, this issue of the Bulletin.

⁴³ *Public Assistance, Monthly Statistics for the United States*, Vol. II, No. 8, August 1937, table 200.2.

⁴⁴ A sample analysis of age distribution of persons accepted for aid to the blind under the Social Security Act showed that 37 percent were 65 and over. (Preliminary Tabulation for Fiscal Year 1936-37 of Social Data About Recipients of Aid to the Blind, Social Security Board, Bureau of Research and Statistics, Division of Public Assistance Statistics, Sept. 25, 1937, table 29.) This percentage is too high for the United States as a whole because it is unduly weighted by the large number of blind in one State who are 65 or over.

⁴⁵ Data cited by Edwin E. Witte, *Economic Security Act*, Hearings on H. R. 4120, op. cit., p. 38.

indirect evidence indicates that the needy aged were probably not depending to any great extent on forms of general assistance. Thus, during the quarter ending December 31, 1936, out of 266,363 applications for old-age assistance under the Social Security Act disposed of in 36 States, the District of Columbia, and Hawaii, 168,616 were granted and 97,747 were disposed of otherwise.⁴⁶ That is, about 100,000 aged persons who applied for assistance did not receive it. Those who were in genuine need presumably sought aid from other public agencies or from private sources. Possibly half of those who applied for old-age assistance and failed to receive it actually received general or poor relief in their homes. To this number must be added other persons 65 and over who were still on emergency relief rolls or in receipt of home relief from directors of the poor. Here may also be included approximately 2,500 persons in Arizona, which was the only State, at the end of 1936, administering State-wide old-age assistance under a State law but not under the Social Security Act. There were also about 700 persons in Nevada who received pensions under a county-option law which was inoperative in some counties, and about 500 pensioners in Alaska. Neither of these jurisdictions was operating under the Social Security Act. During 1936, 18 States and the District of Columbia failed to make old-age assistance payments prior to approval of State plans under the Social Security Act. These States either had no old-age assistance laws or had laws but made no payments. It would appear to be liberal to allow for a total of 200,000 aged persons in receipt of general relief, of poor relief, or of old-age assistance not under the Social Security Act at the end of 1936.

In receipt of earnings or subsistence payments under the Works Program, December 1936.—On June 30, 1936, the Works Progress Administration reported 51,942 persons 65 and over on its rolls (i. e., 2.4 percent of the total).⁴⁷ The number of persons employed under the Works Program, who

⁴⁶ Social Security Board, Bureau of Research and Statistics, Division of Public Assistance Statistics, *Public Assistance, Quarterly Review of Statistics for the United States*, Vol. 1, No. 4, December 1936 (Washington, Apr. 1, 1937), table 201.1. Note also that out of 468,696 recipients accepted for old-age assistance during a selected period in 1936-37, 98,822 had received general relief or other public aid within the month prior to acceptance. *Second Annual Report of the Social Security Board* (Washington, 1937), p. 152, table C-28.

⁴⁷ *First Deficiency Appropriation Bill for 1937*, Extract from Hearings before the Subcommittee of the Committee on Appropriations, House of Representatives, in Charge of Deficiency Appropriations, 75th Cong., 1st sess. (Washington, 1937), p. 153.

were certified as in need of relief, declined until at the end of December 1936 the total was about 2.3 million (2,071,287 under Works Progress Administration and 211,297 under other Federal agencies,⁴⁸ not counting 325,525⁴⁹ enrollees in the Civilian Conservation Corps who were under 65). If the ratio of those 65 and over to all persons employed under the Works Progress Administration continued to December 1936 and was applicable to other employees under the Works Program (exclusive of CCC enrollees), there were probably some 55,000 in this age group under the Works Program. It is also possible that some 3,000 persons in the 134,809 cases certified for subsistence payments by the Resettlement Administration in December 1936 may have been 65 or over although there is no satisfactory basis for this judgment. Altogether, possibly 58,000 persons 65 or over were receiving wages or subsistence payments under the Works Program.

In receipt of organized private charity.—Organized private charity for the aged has most commonly taken the form of institutional care in homes for the aged. (See *infra*, page 16.) Trust funds have been created for the establishment and maintenance of homes, but little provision seems to have been made for noninstitutional care of the aged by private agencies. A study made of these provisions in New York City in 1928, prior to the passage of the State old-age assistance law, showed that possibly 3,350 persons, including females over 60 and males over 65, or less than 1 percent of the aged in these groups, received noninstitutional care from private agencies.⁵⁰ Out of approximately 300 churches and agencies reporting on their relief activities, only one-half gave any aid to the aged. Out of over 1,000 Protestant churches in New York City, definite reports were received from only 140, of which 86 reported they gave no relief to the aged. Twenty churches reported aiding 50 aged persons, while 34 churches aided 94. The 54 churches spent less than \$20,000 on old-age assistance during 1927.⁵¹ These data show the extent of private aid to the

⁴⁸ *Public Assistance, Monthly Statistics for the United States*, Vol. II, No. 8, August 1937, table 200.2.

⁴⁹ Unpublished data furnished by Division of Public Assistance Research, Bureau of Research and Statistics, Social Security Board.

⁵⁰ "The Noninstitutional Aged Poor," report prepared by the Welfare Council on aged dependents cared for outside of institutions by private agencies in New York City. *The American Labor Legislation Review*, Vol. XIX, No. 3, June 1929, p. 210.

⁵¹ *Ibid.*, pp. 209-210.

needy aged in their homes in the largest, wealthiest city in the United States. Presumably such aid was much less in small cities and rural areas having few or no private agencies.

In December 1936, 502 relief agencies in 118 urban areas spent over \$35,000,000 from public funds, including over \$7,000,000 for old-age assistance, while 464 private agencies during the same month spent only a little over \$1,000,000 on all their cases, including, we may surmise, a negligible amount for the aged.⁵² Pressure on private agencies is so great and limitation of funds so pronounced that it is clear the aged can count on little from this source. These agencies concentrate their limited funds on family care, particularly on needs of children, and generally refer long-time care for the aged to public agencies. It is doubtful if as many as 10,000 aged persons are receiving any appreciable support from private agencies. (Sporadic, nominal gifts from churches and meals and lodgings from the Salvation Army and similar organizations are here excluded.) Exception may be taken to this figure as being too low. However, it might be doubled or trebled without changing the fact that the number of aged who receive regular support from private *organized* charity is negligible.

In public homes.—Some public homes are almost exclusively for the aged, while others are more general in character and are used for persons of all ages and of varying needs. County homes, poor farms, infirmaries, and public homes for the aged have been classed by the United States Bureau of the Census as almshouses for want of a better generic term.⁵³ Some of the local homes are thoroughly modern, efficiently operated institutions, while others are antiquated and poorly managed. State and Federal homes for the aged are in the main operated for aged or disabled veterans, although there are a few State homes for civilians.

Since we lack satisfactory criteria for classifying the types of public homes in which the aged may

⁵² Social Security Board, Bureau of Research and Statistics, Division of Public Assistance Statistics, *Changes During December 1936 in Different Types of Public and Private Relief in Urban Areas*, Mar. 29, 1937, p. 3. It is further reported that in 1936 out of \$34.6 million raised by 112 community chests only 1.4 percent was appropriated for care of the aged. (Community Chests and Councils, Inc., *Questions and Answers About Community Chests and Councils* (New York, 1937), p. 18.)

⁵³ U. S. Bureau of the Census, *Paupers in Almshouses, 1925* (Washington, 1928), p. 2. Institutions supported or controlled by State authorities are sometimes included under almshouses. They are separated in this analysis. Almshouse data are unreliable.

be found, we may for convenience divide them according to the sources of funds used for maintenance into:

Local homes, almshouses, county homes, poor farms, and infirmaries.—In these various local institutions are to be found the friendless and destitute of all ages, the infirm, delinquent, dependent, and defective. County homes and poor farms, which have been condemned in the main as expensive to operate⁵⁴ and as socially inadequate to meet the needs of the aged, will probably be supplanted in time and the aged who are without friends or relatives or homes of their own and who require institutional care will be provided for in more appropriate ways. Prior to the depression the number of persons 65 and over in almshouses (including local public homes for the aged and other local institutions) did not increase as rapidly as their number in the general population. In the early thirties, the almshouse population rose rather sharply in certain areas; some areas report a decline since the introduction of old-age assistance.⁵⁵ It may be estimated that about 50,000 persons 65 or over are now in almshouses, local public homes for the aged, and other institutions maintained by local public funds.

State and Federal veterans' homes and State homes for civilians.—These are definitely homes for the aged and for disabled veterans who have been honorably discharged. Nine of the most important of the Federal homes reported in 1928 that about half of their residents were 60 years of age and over.⁵⁶ The same ratio holds for 48 State homes.⁵⁷ It is assumed that the number of aged residents in these homes has not greatly increased since the last official count made in 1928, in view of the fact that Civil War Veterans are dying and World War veterans are usually not old enough yet to come into the aged group. The total 65 and over is believed not to exceed 17,000.

In hospitals for mental disease.—The United States Bureau of the Census reported 432,290 patients in hospitals for mental disease at the end of 1936. This total included 364,403 in State hospitals, 21,960 in hospitals of the Veterans'

⁵⁴ Stewart, Estelle M., *The Cost of American Almshouses*, U. S. Bureau of Labor Statistics, Bull. No. 386 (Washington, 1925).

⁵⁵ Steele, Glenn, "Number of Aged in Public and in Private Institutions, 1930," *Monthly Labor Review*, Vol. 34, No. 2, February 1932, pp. 253-261. See p. 42, this issue of the Bulletin for data on almshouse care in later years.

⁵⁶ *Care of Aged Persons in the United States*, op. cit., 1929, pp. 64, 65.

⁵⁷ *Ibid.*, p. 81.

Administration, 34,902 in county and city hospitals, and 11,025 in private hospitals.⁵⁸ To this number should be added a possible 500 patients in seven State psychopathic hospitals.⁵⁹ The population in this last group of hospitals does not vary greatly from year to year, since the service offered is largely diagnostic and not long-time treatment. If a further allowance is made for patients in the psychopathic wards of general hospitals,⁶⁰ we arrive at a grand total of about 434,400 patients hospitalized because of mental disease at the end of 1936.

There is no information available about the age distribution of these patients in 1936. The latest age data for the total resident population in hospitals for mental disease are those published by the Bureau of the Census for the year 1923;⁶¹ 12.8 percent of all first admissions during 1922 (71,676) and 13.0 percent of the resident population in hospitals for mental disease on January 1, 1923 (265,829), were 65 and over.⁶² That is, the proportion of persons in this age group was essentially the same for first admissions and for all patients in hospitals. The same relationship obtained that year in New York where 13.9 percent of all first admissions and 13.8 percent of the total resident population were 65 and over, and in Massachusetts where corresponding figures were 14.1 and 14.8 percent, respectively.

The Bureau of the Census reports that 16.6 percent of all first admissions to hospitals for mental disease in the United States in 1933 were 65 and over.⁶³ If this ratio is applied to the total number of patients in such hospitals in 1936, there were approximately 72,000 persons 65 and over in this category on December 31, 1936. The ratio may have been slightly higher or lower, but the possible error would not amount to more than one-tenth of 1 percent of all aged persons.

In prisons and jails.—On January 1, 1933, there were 201,433 sentenced prisoners in the civil

⁵⁸ U. S. Bureau of the Census, *Patients in All Hospitals for Mental Disease: 1936*, release dated Jan. 10, 1938.

⁵⁹ U. S. Bureau of the Census, *Patients in Hospitals for Mental Disease: 1935* (Washington, 1937), p. 51. Number of patients in State psychopathic hospitals at beginning of 1935, 518; at end of 1935, 527.

⁶⁰ U. S. Bureau of the Census, *Patients in Hospitals for Mental Disease: 1933* (Washington, 1935), p. 136.

⁶¹ U. S. Bureau of the Census, *Patients in Hospitals for Mental Disease: 1928* (Washington, 1926), p. 30.

⁶² *Ibid.*, pp. 30-31, 136-143.

⁶³ U. S. Bureau of the Census, *Patients in Hospitals for Mental Disease: 1933* (Washington, 1935), p. 35.

penal institutions of the United States, according to an estimate made by the United States Bureau of the Census on the basis of reports at least 90 percent complete.⁶⁴ Of this total, 51,436 were in county and municipal prisons and 149,997 were in State and Federal prisons. Out of a reported total of 41,261 prisoners in county and city jails, 619 were 65 and over. On the basis of the estimated total of 51,436, there were 772 prisoners 65 and over in local jails on January 1, 1933. Out of a total of 65,697 prisoners received in State and Federal prisons and reformatories during 1935, 517, or 0.8 percent, were 65 and over.⁶⁵ Applying this ratio to the total number of prisoners in these institutions on December 31, 1935 (123,464),⁶⁶ we conclude that fewer than 1,000 of them (988) were 65 and over. Thus, the total number of persons 65 and over in all civil penal institutions was less than 2,000 at the beginning of 1936 and was probably still under 2,000 at the end of that year, since the total prison population in State and Federal prisons and reformatories (including parolees and others outside the prisons) decreased slightly during 1936.⁶⁷ At the end of 1935 there were fewer than 244 prisoners in Federal military and naval prisons, of whom about 20 were 35 and over;⁶⁸ the number 65 and over is thus negligible.

In private homes for the aged.—Numerous private groups support homes for the aged. Religious, fraternal, nationality, and other groups, and labor organizations such as trade-unions operate probably between one and two thousand of these homes. Their total capacity is in excess of 100,000 and the number of residents 65 and over is probably slightly in excess of 50,000. Many of the residents are under 65 but are admitted because of disability or because they are needy widows of deceased members of trade, fraternal, or other groups.⁶⁹ More than half (653) of 1,021 homes that reported to the United States Bureau of Labor Statistics in 1928 had, on the average, less than 50 residents,

⁶⁴ U. S. Bureau of the Census, *County and City Jails, Prisoners in Jails and Other Penal Institutions under County or Municipal Jurisdiction: 1935* (Washington, 1935), p. 3.

⁶⁵ U. S. Bureau of the Census, *Prisoners in State and Federal Prisons and Reformatories: 1935* (Washington, 1937), p. 37.

⁶⁶ *Ibid.*, p. 2.

⁶⁷ U. S. Bureau of the Census, *Prisoners in State and Federal Prisons and Reformatories: 1936*, release dated Sept. 17, 1937.

⁶⁸ *Ibid.*, pp. 84-85. (Rate for military and naval prisoners 35 and over received from courts in 1935 applied to prison population at end of year.)

⁶⁹ *Care of Aged Persons in the United States*, op. cit., pp. 15, 128, 175, 184, 191.

while about one-third (381) had less than 25.⁷⁰ There are over 500 religious homes including those for members of various religious denominations and those for ministers and their wives or widows, priests and other members of Catholic organizations, and members of Jewish organizations.⁷¹ Upwards of 400 private homes are operated for the benefit of particular classes of persons, such as actors, artists, writers, seamen, and widows. Fraternal organizations like the Masons, Odd Fellows, and Knights of Pythias operate over 100 private homes,⁷² and trade-unions reported 5 homes in 1928.⁷³ There has been no count of residents in private homes since that made in 1928. The depression undoubtedly caused some increase in the number of aged persons seeking this type of care. On the other hand, the operation of the Social Security Act has probably made it possible for many persons to avoid entering homes.

Other.—An arbitrary allowance is made for 10,000 persons who may be receiving some other form of assistance not here listed.

Dependent on Friends and Relatives

If we assume for the sake of argument that all aged persons with incomes (group A, table 1) and all those under the care of public or private social agencies (group B-1) are able to depend entirely on these means of livelihood, there would remain about 3.5 million persons 65 and over (about 45 percent of the total) without earnings, savings, property, pensions, annuities, or any other independent means of livelihood and at the same time not in receipt of any form of organized public or private assistance and not under the care of any penal institution or hospital for mental disease. Presumably these 3.5 million persons must be wholly dependent on friends or relatives (group B-2). It may be noted here that the New York State Commission on Old Age Security estimated that 50.4 percent of persons 65 and over in that State on July 1, 1929, were primarily dependent on friends and relatives for support.⁷⁴

⁷⁰ *Ibid.*, p. 15.

⁷¹ *Ibid.*, pp. 128-130.

⁷² *Ibid.*, p. 160.

⁷³ *Ibid.*, p. 96; also Latimer, M. W., *Trade Union Pension Systems*, op. cit., pp. 182-183.

⁷⁴ The New York State Commission on Old Age Security, *Old Age Security*, op. cit., p. 39.

UNEMPLOYMENT COMPENSATION

BUREAU OF RESEARCH AND STATISTICS · DIVISION OF UNEMPLOYMENT COMPENSATION RESEARCH

REVIEW OF THE MONTH

Workers and local communities in the 23 benefit-paying States had increased opportunity during February to learn the importance of unemployment compensation. In the 22 States in which benefits became payable in January 1938, actual benefit payments during the month were relatively small. In those States with statutory waiting periods of 3 or 4 weeks, benefits could not be paid until near or after the end of January, since the worker had to notify the unemployment compensation agency of his continued unemployment during the first compensable week following the waiting period before he could receive benefit payments. However, in several other States where the waiting period is 2 weeks, considerable amounts were paid in benefits by the end of January. Connecticut reported total payments during January of \$112,749; Maryland, payments of \$59,740; and Rhode Island, \$164,329. See table 1, page 31.

In Wisconsin, benefit payments during January were larger than in any previous month, totaling \$642,802. Benefit payments in Wisconsin were limited during the first year by the fact that workers did not begin to accumulate employment credits until after benefits became payable in July 1936, and thus were entitled to only a few weeks of benefit payments. The increase in aggregate amounts paid in recent months thus results from the payment of benefits to individual workers for longer periods of time as well as from changes in the volume of unemployment. Benefit payments in Wisconsin in July 1937 totaled \$115,858; in August, \$129,675; in September, \$227,519; in October, \$220,768; in November, \$229,234; and in December, \$375,817, as compared with \$642,802 in January 1938.

That the total amount of benefit payments made in all States during February will be large is indicated by the telegraphic reports on benefit operations during February which had been received by the Social Security Board through March 7. The States are now reporting regularly by telegraph early in each month the number of initial and continued claims received, the number of claims

authorized and disallowed, and the number and amount of benefit payments for total and partial unemployment in the previous month. These preliminary reports for February show sizable amounts paid in several States. California, which paid no benefits during January because of the waiting-period provisions of the State law, reported \$276,809 paid in benefits for total and partial unemployment during February. In Louisiana, all benefit payments made during February were, as in January, for partial unemployment; the amount paid in Louisiana in February was \$63,382. The benefit amounts paid in the other States which had made telegraphic reports by March 7 were: District of Columbia, \$28,150; Maine, \$300,142; New Hampshire, \$248,496; Tennessee, \$371,827; and Vermont, \$98,766. Since these reports in regard to benefit operations have not yet been received from a number of the larger States, the total amounts shown here give only an indication of the benefits paid up to the present in the country as a whole. For instance, releases issued by the States before the end of February indicate that in the State of New York more than \$6 million was paid in benefits during February, in Pennsylvania benefits of more than \$4.3 million were paid, and in Massachusetts more than \$2.8 million.

All the States which first started paying benefits this year have experienced difficulties in handling the large volume of claims and in making payments when they were due. Many of the States have been operating, temporarily, with extra shifts of workers and for 7 days a week in order to clear up the heavy accumulated load of claims. Progress in this direction is reported by all the States. Some delay, however, will be inevitable for a long time to come in a number of cases, either because of the failure of the worker to supply all the necessary information on his claim for benefits, because of delays on the part of the agency in obtaining records from delinquent employers, or because of disputes as to the benefit rights of the worker.

STATE ACTIVITIES

Interim Report on Partial Unemployment

On February 1, 1938, the Industrial Commissioner of New York submitted to the Senate and Assembly of the State of New York the report and recommendations of the special committee on partial unemployment, together with a supporting study of the problem of partial unemployment prepared by the Division of Placement and Unemployment Insurance of the Department of Labor.

The committee stated as the three main conclusions derived from its study:

1. Partial unemployment is as pervasive and widespread as total unemployment and occasions losses in wages which may be comparable in magnitude with the losses caused by total unemployment.

2. The devising of equitable and practicable provisions affording protection against partial unemployment and their administration are more complex and difficult tasks than that of framing and putting into operation the provisions covering total unemployment.

3. It would be unsafe to introduce partial unemployment benefits into the present system before the adequacy of the fund has been tested, since the available evidence indicates that a larger fund may be required if partial unemployment is to be compensated.

Consequently, the committee recommended that the date for the final report on partial unemployment be postponed until February 1, 1939, and that until that time further study be devoted to the problem.

Arrangements have been made with the Division of Placement and Unemployment Insurance of the New York Department of Labor for distribution to the other State agencies of copies of the *Interim Report on Partial Unemployment*, by the Bureau of Research and Statistics of the Social Security Board, as soon as the report has been printed.

Index of Employment and Pay Rolls

The Division of Research and Information of the Mississippi Unemployment Compensation Commission has, since April 1936, been making a special summary of the data contained on monthly contribution reports for 880 identical firms. From

this information they have built up the most nearly current and complete employment index available for Mississippi. Separate indexes are now being established for the different business groups and the different geographical areas represented in this list of 880 identical firms.

Determination of Volume of Benefit Claims for January 1938

In order to obtain a reliable estimate of the volume of unemployment among covered workers and the probable number of benefit claimants in January 1938, the research units of several States made special studies of the numbers of workers employed and laid off by representative firms in the latter months of 1937. In Massachusetts, employers were asked to report early in December the number of workers whom they had laid off during October and November and the number whom they expected to lay off during December. The method of estimating the number of benefit claimants which was followed by the Tennessee Division of Unemployment Compensation is summarized in a report prepared by the Division of Research and Statistics of that agency. On the basis of employer reports as to number of covered workers in past months, the division selected representative employers in the more important industries. These employers were then asked during the first week of December to furnish the unemployment compensation agency with information as to the number of workers employed during November and the estimated number of employees expected to be employed during January 1938. Using information as to number of workers in the months from July through September taken from the regular contribution reports, the research division then worked out indexes of fluctuations in employment. The resulting estimate of 41,875 claims expected to be filed during January proved reasonably close to the approximately 45,000 claims actually received.

INDUSTRIAL CLASSIFICATION IN RELATION TO UNEMPLOYMENT COMPENSATION

*Tillman M. Sogge **

Many State and Federal agencies are interested in a classification, by industry, of various types of data. Some are concerned only with a particular segment of industry such as mining, manufacturing, or trade, while others are interested in the entire field of business activity. There is an even wider divergence in the type of industry information requested by the various governmental agencies: some wish to know the quantity of goods produced, others the value of output, total sales, number of unemployed persons, number of gainful workers, number employed, amount of pay roll, number of applicants for work, number of placements, number of accidents, and so forth. The type of information collected will vary with the particular segment or segments of industry under consideration as well as with the purpose for which the data are being collected. Some agencies are specifically established to collect information, while for other agencies the collection of information is incidental to the administrative process.

Industrial information collected by the State unemployment compensation agencies, except for data gathered by means of special studies, can clearly be classed in the latter category. Not only is the information collected as a part of the administrative process, but the primary purpose in gathering data is to supply facts which will help solve administrative problems in the field of unemployment compensation. This objective has been uppermost in the minds of the representatives of the State unemployment compensation agencies and of the Social Security Board, both of whom are responsible for determining the type of information which should be collected.

A classification of employers on an industry basis is essential to the administration of State unemployment compensation laws in a number of particulars. The more important uses are indicated in the following paragraphs.

Instability of Employment

The State unemployment compensation agencies are faced, directly or indirectly, with the problem

of the stabilization of employment. An intelligent attack on this problem involves recognition of variations among industries in the amplitude, as well as in the timing, of fluctuations in employment. Frequently it is necessary to have also a knowledge of fluctuations in employment by broad occupational groups or divisions within an industry. For example, it is usually believed that the vegetable-canning industry is a seasonal industry, but even here it may be primarily the production employees who are affected. Not all places of business engaged in vegetable canning will have the same season, as some plants will assume sideline activities during their usual off season. A number of State unemployment compensation laws provide for the payment of benefits to "seasonal" workers only for unemployment which occurs within the regular season for the industry in which they work. The unemployment compensation agencies in such States are faced with the problem of determining what industries are seasonal and what are their seasonal periods of operation before issuing regulations covering these provisions. If such regulations are to be of any significance, it is obviously necessary that they apply to an aggregate of reporting units which are as nearly homogeneous as possible.

Of equal importance in any program of stabilization is the study of the varying effects of cyclical changes upon different industries. The production of nondurable consumers' goods is in general less influenced by cyclical forces than the production of durable consumers' goods and producers' goods. If a State agency is to have adequate data to cope with these problems, detailed information on an industrial basis is necessary.

Employer Merit Rating

Knowledge of the industry or industries in which an employer is engaged will enable the State agency to interpret a given employer's record in relation to other employers who are engaged in the same industry or industries. Such information may prove useful in explaining merit rating to employers. Furthermore, because of

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differences in the factors which affect employment in the various industries, it may be advisable to consider whether or not employers ought to be grouped according to industry for merit-rating purposes.

Part-Time and Reduced Employment

There may be considerable differences between industries in the prevalence of part-time and partial or reduced employment. Variations are likely to be found in the proportion of the working force affected, the time of occurrence, and the duration of such employment. Any consideration of the problems of part-time and reduced employment in relation to the unemployment compensation program must be based on a knowledge of such differences.

The availability of monthly data on the number of covered workers, the amount of wages, number of claims for benefits, amount of benefits paid, duration of benefit payments, and other items by industrial groups will facilitate analysis of some of the aforementioned problems. Furthermore, the classification of employers by industry and the organization of the unemployment compensation records on the basis of such a classification make it possible both to conduct special studies of problems peculiar to given industries, and, in more general studies, to weight the influence of the various industries according to their relative importance.

The Development of the Social Security Board Industrial Classification Code

For the reasons already mentioned, it was considered desirable by the Social Security Board and the State unemployment compensation agencies to classify places of business into industrial groups for the purposes of unemployment compensation recordkeeping. It then became necessary to determine what classification to use.

Of the Federal agencies which classify industry for reporting purposes, many deal with only one or a few phases of industrial life and do not cover the entire range of business enterprise. Several of the Federal agencies do classify the entire range of industry, but for a purpose different from that of the State unemployment compensation agencies. It seemed desirable, therefore, to develop a classi-

fication system specifically adapted to the administrative problems of the unemployment compensation agencies.

The pioneering work in the development of the present industrial classification code was done by the Bureau of Research and Statistics, Division of Placement and Unemployment Insurance, of the New York State Department of Labor, working in cooperation with representatives of the Central Statistical Board, Bureau of Labor Statistics of the United States Department of Labor, and the Social Security Board. From the inception of this work the primary purpose has been to develop a practical classification adapted to the needs of unemployment compensation agencies. Another guiding criterion, however, has been to obtain the greatest possible conformity of this classification to the industrial classifications of other Federal agencies which collect statistical information to ensure, so far as is possible, comparability of data. Thus the classification as developed adheres very closely to the existing practices of the Bureau of the Census of the United States Department of Commerce, and the Bureau of Mines of the United States Department of the Interior, in regard to those branches and aspects of industry for which these agencies collect industrial information.

In other fields a considerable amount of original research was undertaken. Furthermore, in the development of the two-digit code it was frequently necessary to make certain combinations of industries (as classified by some other agencies) to make it possible for the entire range of industry to be included in not more than 100 major industry groups, from 00 to 99.

The first two editions of the Industrial Classification Indexes were published by the Division of Placement and Unemployment Insurance of the New York Department of Labor, the first in June 1936, and a revised edition in November 1936. After a thorough review of the November edition by a joint committee representing State and Federal agencies, a few changes were made, mostly of a minor character, and the coding indexes were published as the Social Security Board Industrial Classification Code on March 15, 1937. The latter code is the one used for the collection of statistics by industry in the State unemployment compensation agencies.

The present code is a two-digit code and serves conveniently to classify industry into broad major categories. It is recognized that for special analyses such as are required in connection with problems of seasonality or partial unemployment, many of these groups are so large as to comprise nonhomogeneous industries. Thus many of these major industrial groups will need further subdivision.

At the present time a special committee composed of representatives of the Social Security Board, the Central Statistical Board, the Bureau of the Census, the Bureau of Labor Statistics, the United States Employment Service, the Bureau of Internal Revenue, and the Division of Placement and Unemployment Insurance of the New York Department of Labor, is engaged in the preparation of the standard industrial classification code. This code will divide the major groups into third and fourth digit groups wherever needed. It is believed that this can serve as a guide to State agencies which find subclassification desirable.

In the development of the subdivisions, the most important criteria which are guiding the work are: (a) to develop industrial subgroups which conform to the existing pattern of industry; (b) to set up only groups which are distinctly classifiable on an establishment basis and contain a large enough number of establishments to warrant separate treatment; (c) to make, insofar as possible, the classifications comparable to the existing industrial classifications of other Federal agencies.

Industrial Classification in Operation in the State Unemployment Compensation Agencies

The industrial classification code has not been developed to classify tax entities or employers, but places of business. Since the information desired does not relate to ownership, but primarily to employment characteristics when the same employer owns a number of places of business in different industries it is important that these be considered separately. Because it has been found that the term "place of business" is less likely to be misunderstood by employers than the term "establishment," the place of business has been adopted as the basic unit. Each place of business is considered as a unit in assigning

an industry number, but for purposes of simplifying the reporting for the employers, all the places of business in the same industry may be combined under one unemployment compensation account number. To illustrate, if an employer has 500 grocery stores in a State, all these stores would be classified in the Social Security Board major group 54, "Retail Food," but it would not be necessary for the employer to submit 500 separate reports. As all these stores are in the same industry they may be combined for industry-reporting purposes.

However, most of the States also desire information on various items by areas, to aid in localizing specific problems, for making comparisons between areas, and for general informational purposes. These States do not permit employers to combine places of business for reporting purposes unless they are in both the same industry and the same area. Thus, if the 500 grocery stores mentioned in the earlier illustration were located in three different areas, the employer would submit one report for each area under three different unemployment compensation account numbers.

The Social Security Board requires only four items of information by industry from the State unemployment compensation agencies, to be reported monthly beginning with the pay-roll month of July 1938: namely, number of reporting units, number of workers employed in the last pay periods ending within the month, amount of wages payable, and amount of contributions; and if a State requires employee contributions, a differentiation must be made between employer and employee contributions.

In all State agencies, information on these basic items is gathered in connection with the collection of contributions. For employer-reporting purposes, most of the States use one of the two following plans or minor variations patterned on one or the other of these plans. Under the first plan an employer has a different account number for each industry and area in which he operates, and receives a contribution report form which includes the minimum statistical items for each unemployment compensation account number assigned to him. Under the second plan an employer receives only one contribution report form, but if more than one unemployment compensation account number has been assigned to him because

he operates in a number of industries or areas, these numbers are indicated to him on a supplementary statistical report form on which he submits the required statistical information for each reporting unit or unemployment compensation account number. Both plans, if properly administered, provide information on an industrial basis rather than on a tax-entity basis.

While the Social Security Board does not at present require the States to report benefit operations—claims received, claims authorized and disallowed, and number and amount of benefit payments—for separate industries, many of the States plan to record such data by industry groups. Moreover, benefit payments will be reported by the States to the Social Security Board by industry groups at a later time.

Additional problems in industrial classification administration will arise as the unemployment

compensation program advances. The need for more detailed industrial break-downs in employer reporting than is involved in reporting on the present major industrial groups has already been mentioned. Furthermore, there is the problem of keeping the classification of employers in each State agency up to date, since the type of business carried on by a given employer at a given location does not necessarily remain the same over a period of time. In addition, changes in the pattern of American industry may in time require adjustments in the industrial classification code if it is accurately to portray existing industrial conditions. In the interest of comparability of statistical information and of avoiding complications in administration which may result from frequent changes, it is expected that the number of adjustments in the present code will be kept at a minimum.

STATISTICS OF UNEMPLOYMENT COMPENSATION

*Charles A. Pearce **

It has long been recognized that the administrative records of State unemployment compensation agencies would be valuable sources of economic and social data. The agencies' claims and benefit records, and employer reports of contributions and workers' earnings, may be expected to supply information that will shed light on employment trends and wages in various industries, occupations, and sections of the country, as well as on the nature and duration of unemployment.

The efforts of State unemployment compensation agencies during the period of operation prior to payment of benefits have necessarily centered on such matters as the determination of employer liability, the collection of employer contributions, the building up of adequate wage records for covered employees, and the establishment of procedures for handling claims and making benefit payments. The 22 States that began benefit payments in January 1938 are now absorbed in handling an unexpectedly large volume of claims and in paying benefits promptly.

*Bureau of Research and Statistics, Division of Unemployment Compensation Research.

The Reporting Program of the Social Security Board

To carry out its responsibilities under the act, the Social Security Board has established a program of statistical reporting by the States, including at present reports on financial transactions; on employer and employee coverage, taxable wages, and contributions; and on benefit operations. The requirements cover the minimum information needed by State agencies and the Board and have been made simple and flexible in recognition of the differences in State laws and the heavy administrative burden of State agencies during the early stages of operation. This reporting program will provide data on a Nation-wide basis through assuring comparable administrative and economic statistics for all States.

Statistics on Financial Transactions

Beginning with August 1937, a monthly report of financial transactions was requested of the States. This report was designed to show the amount of contributions received, the amount of funds transferred by the State Treasurer and placed in State depositories, and the amount of

funds transferred to the unemployment trust fund. Items also were provided for entering withdrawals from the unemployment trust fund and the amount of benefit checks issued, after the beginning of benefit payments. Several months of reporting showed that these requirements were inadequate in a number of respects and troublesome to State accountants. In conjunction with the Committee on Accounts, Records, and Reports of the Interstate Conference of Unemployment Compensation Administrators, the reporting form was revised to provide for the setting up of the information on a strictly accounting basis. The revised form, effective for December 1937, calls for additions, deductions, and end-of-month balances in each of three accounts—the clearing account, the unemployment trust fund account, and the benefit payment account.¹ These data are taken from the accounting records of State agencies. They are reported on a monthly basis and are due in Washington on the 10th day of the month following that covered by the report.

Statistics on Coverage and Contributions

The second type of monthly report required of State unemployment compensation agencies is the "coverage and contributions" report. The items included on this report are: number of reporting units, number of covered workers (i. e., total number of covered workers in the last payroll periods of the month), amount of wages subject to contributions by employers, amount of contributions received (a) from employers and (b) from employees. These data are derived from employers' reports on contributions to State agencies.

A tentative draft of coverage and contributions statistics requirements, announced by the Board in March 1937, was considered at length by the Committee on Research and Statistics of the Interstate Conference of Unemployment Compensation Administrators. The official report requirements of the Board were announced in July 1937,

the first report to be made for the pay-roll month of October.²

These monthly reports on coverage and contributions are due in Washington on the 25th day after the State's own due date for employer contribution reports. This means that most State reports are not due until the 25th day of the second month following the pay-roll month reported on. Up to the present time it has been impossible for the States to submit complete figures for coverage on these reports, since there is a substantial number of employers in every State who are delinquent in submitting their contributions to State agencies, and who, therefore, are not reflected in the coverage and contributions data reported to Washington; and, because the proportion of delinquent employers changes from month to month, monthly coverage data are not strictly comparable. While State agencies have been requested to submit annual reports of coverage and contributions, adjusted to include delinquent-employer reports, it is hoped that procedures may be worked out to increase the adequacy of current reporting.

Some modification in the current reporting of coverage and contributions statistics will result from a recent decision of the Board to permit quarterly rather than monthly collection of contributions by the States. This change was made to minimize the number of reports required from employers. At the end of November 1937 the Bureau of Internal Revenue of the Treasury Department decided to discontinue its requirement of monthly tax returns under title VIII of the Social Security Act and, after January 1, 1938, to require quarterly rather than monthly tax returns. As a result, the Social Security Board has decided that after January 1, 1938, contributions may be collected quarterly by State unemployment compensation agencies.

Although many States are shifting to a quarterly basis of collecting contributions, the report forms provide for the number of workers and amount of wages subject to contribution in each month of the quarter. Quarterly reports, of course, will be

¹ Clearing account is the account in which unemployment compensation funds collected from employers are deposited. Unemployment trust fund account is the account maintained for each State in the U. S. Treasury. Benefit payment account consists of all moneys withdrawn from the State's account in the unemployment trust fund.

² Or the month preceding the twelfth month after the effective date of the State's unemployment compensation law, whichever date is later. Thus, October reports were due from 18 States, November and December reports from 36 States, and January reports from 38 States.

less useful than monthly reports in indicating current trends in employment, but they nevertheless will provide monthly data necessary for conducting such essential studies as those relating to unemployment, seasonality, merit rating, and solvency of State funds.

Statistics on Benefit Operations

A third phase of the Board's reporting program covers claims and benefits statistics. A tentative draft of benefit-statistics requirements was submitted to State agencies in September 1937, and was considered by the Committee of Research and Statistics of the Interstate Conference of Unemployment Compensation Administrators in October. As a result of the suggestions of this committee, and further exploration of the problem, a revised draft was prepared. This was cleared with the committee and officially released by the Board to the States in January.

Four reports of benefits statistics are requested. The first is a monthly report on claims for benefits. It includes the number of initial and continued claims received for total unemployment and for partial unemployment; the number of claims disposed of by the agency of first disposition; the number of claims pending disposition at the end of the month; the number of payable-claim accounts opened and closed during the month, together with the number of accounts open at the end of the month. It also provides entries for the number of claims received and disposed of by the appeals bodies of State agencies.

The second report provides for recording the number of initial and continued claims received during the month at each employment office of the State, as well as the number of claims received through the itinerant service of the State agency.

The third report calls for numbers and amounts of benefit payments issued for total and partial unemployment. Payments for total unemployment and for partial unemployment will be reported separately and classified in dollar intervals according to the amount of payment.

The fourth report provides for a record of the number of weeks that elapse³ between the end of the first compensable week and date of first pay-

³ Although it is important to measure time-lapse with respect to benefit payments for partial unemployment, it is believed that at the present time procedures for handling claims for partial unemployment are not sufficiently standardized to permit the development of accurate statistics on this aspect of benefit operations.

ment for total unemployment. To aid in locating centers of delay in benefit payments, provision is made for separate reporting of elapsed time on first payments made on the basis of uncontested and contested decisions and decisions at first and second appeals stages.

The Board's present benefit statistics requirements have been limited primarily to basic operating data. Data on claims pending, received, disposed of, and closed will indicate the administrative load occasioned by benefit payments, and, together with data on time-lapse, will provide a rough measure of the ability of State agencies to keep current their processing of claims. The report on the number and amount of benefit payments will provide not only a measure of the volume of benefit payments but a detailed picture of the amount of weekly benefit checks paid to workers. Aside from these values, the reports may throw some light on the characteristics of unemployment. Fluctuations in the number of weekly claims for benefits will supplement existing information on unemployment trends; and the break-down of initial and continued claims and benefit payments according to whether for total or partial unemployment not only will indicate the administrative and financial burden of compensating workers for partial unemployment but also will afford some measure of the importance of partial unemployment in important industries. It must always be kept in mind, however, that the value of these data in measuring unemployment is limited by the fact that they relate to workers in covered industries only, and only to those weeks of unemployment for which such workers receive benefits.

After the regular reporting of basic data on benefit operations has been effectively established, it is expected that the Board's requirements will be extended to provide a more intimate picture of administrative processes and general social and economic data. Thus reports may be requested on reasons for claim disallowance, disqualification, withdrawal, and termination; parties to and issues involved in appealed cases; benefit payments classified by industry of the worker's last employer; and duration of benefit payments.

Other Statistics Compiled by State Agencies

Many States are compiling unemployment compensation statistics that are much more comprehensive than those reported to the Social Security

Board. Statistics on delinquent reporting by employers, and on progress in posting employer reports to bookkeeping ledgers, have been necessary for efficient operation. Many States now tabulate numbers of reporting units and covered employees by industry and locality, and in some instances by industries within locality, or localities by industry. Several States have had available in their contribution reports, and have compiled, statistics on types of remuneration other than cash wages. In the field of benefit statistics, most benefit-paying States are planning to maintain a statistical record of the progress of claims through various stages of processing, and to show reasons for claim disallowance, disqualification, withdrawal, and termination.⁴ Several States will tabulate reasons for workers' separations from jobs. All States will record the industries in which claimants were employed, and many are planning to obtain such additional information as the occupation, age, sex, color, and marital status of the claimants. Several States have made specific provision for tabulating statistics on duration of benefit payments, and frequency with which workers change from a status of total to partial, and partial to total unemployment.

Several unemployment compensation agencies already have made important contributions to the economic data of their States, particularly with respect to the industrial pattern of the various localities. In addition, more comprehensive data than have hitherto been available, covering trends of employment and pay rolls, have been compiled.

⁴ The Wisconsin agency has for many months compiled detailed statistics on benefit payments, claim receipts, claim dispositions and reasons therefor, and cases of appeal.

A few agencies are now preparing current indexes of employment in major industries, and several others have indicated their intention of engaging in such statistical activity.

There is one important source of information respecting the wage earner which thus far has been little used for statistical purposes by the States. This is the employer's report of wages earned by each of his workers during the quarter. The form of these reports and amount of detailed information required on them vary somewhat from State to State. Some States, for instance, require separate reporting of cash wages and other remuneration; others ask for total wages only.⁵ The purpose of these pay-roll reports is to enable the State unemployment compensation agency to establish earnings records for each worker on the basis of which his eligibility for benefits and his benefit amount may be determined. Most States have not had the occasion or the facilities, or been in an operating position to use these records for statistical purposes. While intensive study of the records in a majority of cases undoubtedly will be on a sample basis, many States will wish regularly to obtain from them a count of the number of different workers who received wages during the quarter.

A comprehensive summary, on a national basis, of unemployment compensation statistics must await a more stabilized operating condition in State agencies. It is expected that detailed claims and benefit statistics will soon be available for a number of States and that such tabulations will be included in future numbers of this periodical.

⁵ See article on following page.

PAY-ROLL REPORT FORMS OF STATE UNEMPLOYMENT COMPENSATION AGENCIES

*Myrtle Starr**

The chart on pages 27-28 presents, concisely, for purposes of comparison and reference, the more important items of pay-roll information which are reported by employers to the various State unemployment compensation agencies. The data were tabulated from the pay-roll report forms in use in January 1938. The methods and procedures adopted by the States are in the early stages of development and consequently in a state of flux. Many States have already made changes in their reporting requirements, as experience has shown the need for simplification or for additional information, and further changes may be expected in the future. Pay-roll report forms have not yet been issued or were not available at the time this chart was prepared, for 11 States, Alaska, and Hawaii.

Each State establishes its own rules and regulations for the reporting of data pertaining to employment and wages, subject to minimum requirements of the Social Security Board as to data which must be reported by the States to the Board. Up to the present time, the States have asked for two sets of periodic reports: (1) contribution reports on which are indicated the total number of workers and total taxable wages, submitted monthly in most States and accompanied by the contribution, and (2) pay-roll reports showing wages earned by individual employees, submitted either monthly or quarterly. As indicated in the chart, in January 1938, 1 State and the District of Columbia were requiring employers to report pay-roll data monthly, and 34 States had adopted a quarterly pay-roll reporting system although 3 of these were still receiving data for 2 or 3 past quarters in a single report. The District of Columbia uses a combined contribution and pay-roll report form, which is required to be submitted monthly. In New York and New Hampshire, the contribution report submitted for the last month of each quarter is attached to the pay-roll report, and no separate summary report is required.

* Bureau of Research and Statistics, Division of Economic Studies. Mr. David Federman, Division of Unemployment Compensation Research, assisted in the preparation of the chart.

The data shown on the pay-roll reports are used by the State administrative agency primarily to set up and maintain a wage record for every worker in covered employment in the State. When a worker becomes unemployed, his eligibility for benefits and the amount of benefits to which he is entitled are determined in the first instance on the basis of his wage record.

Two States, Oregon and Wisconsin, require the employer to report to the unemployment compensation agency the past employment records of their workers only at the time of separation from employment. In Wisconsin, employers also submit a weekly "Low-or-No-Earnings" report, listing the names of workers who have received no earnings that week and indicating the amounts received by those workers who have earned less than their weekly benefit rate and are thus entitled to partial benefits. While the unemployment compensation agency must keep a record of the earnings of those workers for whom it has received separation reports, it does not have to set up records for those who are steadily employed. In Connecticut, Utah, and the District of Columbia, approved employers may submit separation reports, but the majority of employers in these States report on the regular monthly or quarterly pay-roll report forms. Data required on wage and separation reports are not shown in the accompanying chart.

In general, two methods of procedure are used by the States for reporting pay-roll data periodically—the "list" method and the "slip" method. The reporting procedure employed by each State is indicated on the second line of the chart.

The forms for the list method provide for certain summary information, usually at the head of the form, followed by a list of all employees, showing for each the name and account number, with information respecting employment and wages. The employment data usually include the date on which employment began or was terminated if either event occurred within the period covered. Some of the forms require information respecting the pay period and hours worked, and one State—

Minnesota—calls for sex designation. Three of the States using the list method of reporting—Indiana, Massachusetts, and Rhode Island—require that a separate summary report accompany the list.

In the slip method of reporting, individual employee slips are used for entering the wage and employment record for each employee separately. States employing this method require that a summary report, presenting total number of workers and total wages, shall accompany the slips. The data required on the slips are often identical with those required for individual workers on the list-report forms. In addition, the employer's name and identification number must be on each slip. The States of California, Louisiana, New Hampshire, North Carolina, and Tennessee changed from the list to the slip report during 1937.

On the chart, the particular items required on the summary-slip forms and on the list forms have

been consolidated wherever the data were identical or similar in character, in order to keep the table within proportions convenient for ready reference.

While the primary use of this pay-roll data is the establishment of wage records, the information thus assembled will serve also as the basis for research and as a guide in long-range policy making. Problems of employer merit rating, of special regulations for seasonal industries, of part-time work and partial unemployment, can be solved only on the basis of experience over a period of time. The data collected by the States on the pay-roll report forms will determine the type of analysis of earnings and employment which can be made by the unemployment compensation agencies on the basis of their own records. The collection of comparable data in the different States will make possible comparisons between States and between industries, as well as between areas within each State.

Data on employers' pay-roll report forms required by State unemployment compensation agencies

Data required of employers ¹													Data required of employers ¹												
Alabama	Arizona	California	Colorado	Connecticut	District of Columbia	Georgia	Idaho	Indiana	Iowa	Kansas	Kentucky	Louisiana	Maine	Maryland	Massachusetts	Michigan	Minnesota								
¹ Q	² Q	² Q	² Q	² Q	² Q	M L	¹ Q L	Q L	Q L	Q L	² Q L	² Q	² Q L	² Q L	² Q L	² Q L	² Q L	² Q L	² Q L	² Q L	² Q L	² Q L	² Q L		
Period covered by report (quarter (Q), month (M))																									
Method of reporting (list (L), slip (S))																									
Items included:																									
A. Summary information.																									
1. Number of workers to whom wages were paid or payable during period.	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
2. Amount of wages paid or payable during period.	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
3. Amount of wages paid or payable during each month of quarter.	X	X		X	X		X	X			X														
4. Amount of wages for services other than those rendered exclusively within the period.																									
5. Reconciliation with employers' contribution reports.																									
B. Individual worker information.																									
1. Date hired within quarter (date in).	X		(9)		(10)	X		X	X	X	X		X	X	X	X	X	X	X	X	(10)	(11)	X		
2. Date separated within quarter (date out).	X	X	X	X	X		X	X	X	X	X		(11)	12	X	X	X	X	X	X				X	
3. Hours worked per week or pay period.						(11)	X																		
4. Wages paid or payable in all pay periods ending in the period.																									
a. Money wages.	X	X		X	X	(11)	X		X	X	X													X	
b. Other remuneration.	X	X		X	X		X	X	X	X	X													X	
c. Total wages.	X	X		X	X		X	X	X	X	X													X	
5. Full-time weekly wages or other full-time wages.	X	X		X			X		X																
6. Special payments other than those for services rendered exclusively within the period.																									
a. Amount of special payments:																									
(1) Money payments.	X			X			X		X	X	X													X	
(2) Other remuneration.	X			X			X		X	X	X													X	
(3) Total payments.	X			X			X		X	X	X													X	
b. Nature of special payments (annual bonuses, gifts, prizes, etc.).	X			X			X		X	X	X													X	
c. Period covered.																									

See footnotes at end of chart.

Data on employers' pay-roll report forms required by State unemployment compensation agencies—Continued

Data required of employers ¹		Mississippi	Montana	New Hampshire	New Jersey	New Mexico	New York	North Carolina	Oklahoma	Pennsylvania	Rhode Island	South Carolina	South Dakota	Tennessee	Texas	Utah	Vermont	Virginia	West Virginia
		1/ Q	2/ Q	3/ Q	4/ Q	5/ Q	6/ Q	7/ Q	8/ Q	9/ Q	10/ Q	11/ Q	12/ Q	13/ Q	14/ Q	15/ Q	16/ Q	17/ Q	
Period covered by report (quarter (Q), month (M))																			
Method of reporting (list (L), slip (S))																			
Items included:																			
A. Summary information																			
1. Number of workers to whom wages were paid or payable during period			X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	
2. Amount of wages paid or payable during period		X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	
3. Amount of wages paid or payable during each month of quarter																			
4. Amount of wages for services other than those rendered exclusively within the period																			
5. Reconciliation with employers' contribution reports							X												
B. Individual worker information								X	X		X		X		X		X		
1. Date hired within quarter (date in)		X			X	X		X	X		X		X		X		X	X	X
2. Date separated within quarter (date out)		X	X	X	X	X		X	X	X	X		X		X	X	X	X	X
3. Hours worked per week or pay period																			
4. Wages paid or payable in all pay periods ending in the period																			
a. Money wages		X	X		X			X	X	X					X	X	X	X	X
b. Other remuneration		X	X		X			X	X	X					X	X	X	X	X
c. Total wages		X	X	X	X	X	X	X	X	X					X	X	X	X	X
5. Full-time weekly wages or other full-time wages		X					X	X	X	X					X	X	X	X	X
6. Special payments other than those for services rendered exclusively within the period																			
a. Amount of special payments																			
(1) Money payments		X		X				X	X	X					X	X	X	X	X
(2) Other remuneration		X		X				X	X	X					X	X	X	X	X
(3) Total payments		X	X	X	X			X	X	X					X	X	X	X	X
b. Nature of special payments (annual bonuses, gifts, prizes, etc.)																			
c. Period covered		X	X	X	X		X	X	X	X					X	X	X	X	X

¹ No periodic pay-roll report form issued or available for States and Territories for which no data are given. Wage and separation report method used in Oregon and Wisconsin.

² Georgia, Kentucky, and Michigan have not yet issued quarterly pay-roll report forms; however, wage data on forms covering 6 months in Georgia and Michigan and 9 months in Kentucky have been requested by quarters.

³ Alabama also requires 2 separate pay-roll reports for: (1) those employees receiving fixed compensation; (2) those employees receiving other than fixed compensation.

⁴ The summary pay-roll data are obtained from the monthly contribution reports.

⁵ Also requires number of workers to whom wages were paid or payable during each month of quarter.

⁶ Total man-hours also required.

⁷ Employee's contribution, and total employee contributions requested.

⁸ Summary wage data for New Hampshire requested: wages under \$3,000 earned by each worker, wages over \$3,000 earned by each worker, and total wages.

⁹ State in which employed at close of reporting period, if different from State shown on report form.

¹⁰ A substitute report is optional with employers in Connecticut for employees earning more than \$750 per quarter. Michigan requires supplementary reports from employers operating more than 1 establishment, and from those employing more than 500 workers.

¹¹ Sex of employee is requested.

¹² In Kentucky and Louisiana employer checks each week worker was not in employment.

¹³ Connecticut and New York provide for the designation of temporary employees and part-time employees, respectively.

¹⁴ Data are required for each week of reporting period.

¹⁵ A separate form, or supplemental sheets, are provided for the tabulation.

Source: State reporting forms: Ala., 10A (revised); Ariz., 19, 20; Calif., 352, 352A; Colo., 3, 3a; Conn. 5 (revised), 5A-3, 5B-3; D. C., A; Ga., 3; Idaho, 15; Ind., 5, 6; Iowa, 21A; Kans., 3A, 179; Ky., 14, 14a; La., 61A, 62A, 84; Maine, 1A; Md., 16; Mass., B-1, B-2; Mich., 12, 12A, 12B, 15A; Minn., A11D (revised); Miss., 3 (amended 4-1-37); Mont., 13, 14; N. H., 17C, 27C; N. J., 8A, 8C; N. Mex., E-1; N. Y., C-1, C54; N. C., 26, 27, 27a; Okla., 4, 4A; Pa., 2s (revised), 2s; R. I., 2, 2A; S. C., 17; S. Dak., 27 (revised); Tenn., 9, 9A; Tex., 4, 4a (revised); Utah, 102, 102A; Vt., 101C (revised); Va., 03-1 (revised); W. Va., A-35.

ESTIMATED VOLUME OF EMPLOYMENT COVERED BY STATE UNEMPLOYMENT COMPENSATION LAWS

AS OF MARCH 15, JUNE 15, SEPTEMBER 15, AND DECEMBER 15, 1937

*H. J. Winslow **

In connection with the collection of contributions, most of the State unemployment compensation agencies are obtaining or will obtain from each employer subject to the law reports as to the number of workers employed in the pay-roll period ending nearest the last day of each month. When such reporting has been definitely established on a Nation-wide basis, it will provide a continuous record of monthly variations in employment in jobs covered by the State unemployment compensation laws. Until that time, it will remain necessary to estimate the number of persons employed as of given dates in covered jobs.

The estimates made by the Bureau of Research and Statistics of the Social Security Board have been based on periodic census data and current employment reports. Recently the data from the 1935 censuses of business and manufactures have become available, and a complete revision of the estimates has been made to utilize these new data. The resulting estimates of the number of persons employed in jobs covered by State unemployment compensation laws in pay periods ending nearest the 15th of March, June, September, and December 1937 are shown in the accompanying table.

Improved accuracy in the estimates for individual States, particularly those States where there is little diversification of industries, has resulted from the fact that the 1935 censuses of business and manufactures yielded important new information on employment in covered industries. Detailed data on employment have thus become available for a number of industries which were not included in the 1933 census of business; i. e., construction, motorbus transportation, motor-trucking, mines and quarries, and miscellaneous specialized industries. In 1935, moreover, tabulations were made showing distributions of firms and employees by size of firm in the principal covered industries—namely, trade, service, construction, and manufacturing, by State. The availability

of these distributions has made it possible to improve the accuracy of the estimates which previously had been based on size-of-firm distributions for the country as a whole.

For these, as for the previous estimates, the 1930 census of occupations served in general as a bench mark from which changes in covered employment were projected forward by months. In the case of Wisconsin and a few other States, employment figures reported by the State agency were used as a base. There are certain other States whose reports (Form UC-208) show a considerably larger number of workers employed in covered jobs at the end of the year than is indicated in these estimates. Such discrepancies may result from inadequacies in the census data on which the estimates are based. For instance, the census classifies workers according to their place of residence rather than according to their place of employment, whereas the States receive reports for all workers employed in covered industries within their boundaries no matter what the workers' places of residence may be. On the other hand, it is possible that some employers, through lack of familiarity with reporting requirements, are still indicating the total number of workers employed throughout a month rather than the number employed in pay periods ending nearest the last day of the month, as specified—a misunderstanding which would result in reports of inflated figures. Of the States from which reports have been received as to the number of workers employed in December, the reported figures of nine States are significantly higher than the estimates. Reports from these States for December were as follows: Connecticut, 398,000; Louisiana, 244,000; Maryland, 338,000; New Hampshire, 99,000; New Jersey, 854,000; North Dakota, 43,000; Rhode Island, 168,000. A report has not yet been received from Massachusetts for December; the number of workers employed in pay periods ending nearest the last day of November, as reported by that State, was

* Bureau of Research and Statistics, Division of Unemployment Compensation Research.

Estimated volume of employment¹ covered by provisions of approved State unemployment compensation laws as of Mar. 15, June 15, Sept. 15, and Dec. 15, 1937

State	Date of approval under title IX	Size-of-firm inclusion	Estimated employment within provisions of State law as of—			
			March 15	June 15	September 15	December 15
Total (49 States)			16,463,000	17,758,000	20,101,000	18,724,000
Alabama	Dec. 31, 1935	8 or more.	295,000	289,000	287,000	276,000
Arizona	Dec. 22, 1936	3 or more.	75,000	77,000	77,000	71,000
Arkansas	Mar. 9, 1937	1 or more.	145,000	147,000	150,000	143,000
California	Dec. 27, 1935	8 or more.	1,068,000	1,108,000	1,200,000	1,059,000
Colorado	Nov. 27, 1936	8 or more.	137,000	141,000	156,000	148,000
Connecticut	Dec. 8, 1936	5 or more.	398,000	395,000	393,000	357,000
Delaware	June 5, 1937	1 or more.	54,000	56,000	47,000	47,000
District of Columbia	Nov. 15, 1935	1 or more.	134,000	136,000	133,000	155,000
Florida	June 24, 1937	8 or more.	185,000	184,000	241,000	241,000
Georgia	Apr. 2, 1937	8 or more.	328,000	331,000	313,000	313,000
Idaho	Sept. 1, 1936	1 or more.	60,000	64,000	73,000	72,000
Illinois	July 16, 1937	8 or more.	1,588,000	1,447,000		
Indiana	Apr. 18, 1936	8 or more.	551,000	542,000	584,000	495,000
Iowa	Dec. 29, 1936	8 or more.	251,000	258,000	262,000	247,000
Kansas	Apr. 6, 1937	8 or more.	200,000	203,000	198,000	
Kentucky	Dec. 31, 1936	4 or more.	327,000	317,000	320,000	302,000
Louisiana	Nov. 20, 1936	8 or more.	215,000	213,000	223,000	210,000
Maine	Dec. 24, 1936	8 or more.	115,000	114,000	105,000	93,000
Maryland	Dec. 22, 1936	8 or more.	310,000	322,000	328,000	295,000
Massachusetts	Feb. 4, 1936	8 or more.	831,000	810,000	793,000	714,000
Michigan	Dec. 29, 1936	8 or more.	980,000	1,019,000	902,000	886,000
Minnesota	Dec. 29, 1936	1 or more.	394,000	408,000	433,000	408,000
Mississippi	May 20, 1936	8 or more.	108,000	104,000	110,000	103,000
Missouri	July 13, 1937	8 or more.	79,000	84,000	87,000	75,000
Montana	Mar. 30, 1937	1 or more.	128,000	125,000	132,000	121,000
Nebraska	May 18, 1937	8 or more.	23,000	24,000	21,000	
Nevada	Apr. 9, 1937	1 or more.	97,000	95,000	94,000	82,000
New Hampshire	Dec. 13, 1935	4 or more.	789,000	803,000	805,000	744,000
New Jersey	Dec. 24, 1936	8 or more.	46,000	47,000	48,000	46,000
New Mexico	Dec. 19, 1936	4 or more.	2,442,000	2,402,000	2,437,000	2,342,000
New York	Jan. 24, 1936	4 or more.	470,000	460,000	456,000	422,000
North Carolina	Dec. 19, 1936	8 or more.	35,000	36,000	35,000	
North Dakota	Apr. 16, 1937	8 or more.	1,237,000	1,185,000	1,248,000	1,143,000
Ohio	Dec. 22, 1936	3 or more.	205,000	215,000	213,000	207,000
Oklahoma	Dec. 19, 1936	8 or more.	180,000	194,000	213,000	156,000
Oregon	Dec. 23, 1935	4 or more.	1,959,000	1,977,000	1,900,000	1,808,000
Pennsylvania	Dec. 8, 1936	1 or more.	181,000	176,000	184,000	146,000
Rhode Island	June 8, 1936	4 or more.	201,000	194,000	194,000	187,000
South Carolina	July 22, 1936	8 or more.	35,000	36,000	36,000	37,000
South Dakota	Dec. 29, 1936	8 or more.	306,000	308,000	310,000	280,000
Tennessee	Dec. 22, 1936	8 or more.	598,000	631,000	639,000	620,000
Texas	Nov. 5, 1936	8 or more.	80,000	83,000	84,000	71,000
Utah	Sept. 15, 1936	4 or more.	55,000	55,000	49,000	42,000
Vermont	Dec. 29, 1936	8 or more.	312,000	307,000	304,000	294,000
Virginia	Dec. 19, 1936	8 or more.	291,000	319,000	320,000	202,000
Washington	Apr. 13, 1937	8 or more.	306,000	308,000	302,000	283,000
West Virginia	Dec. 22, 1936	8 or more.	454,000	455,000	473,000	434,000
Wisconsin	Nov. 27, 1935	8 or more.	37,000	35,000	39,000	40,000
Wyoming	Mar. 24, 1937	1 or more.				

¹ January 1938 revision. The data given in this table represent the estimated numbers of workers engaged, as of the dates specified, in employments covered by State unemployment compensation laws. These estimates are essentially a measurement of volume of employment and are not a measure of the number of individuals who by reason of past or present employment have accrued and are accruing rights to benefits under the provisions of State laws. Estimates have been adjusted for the size-of-firm provisions in the respective State laws but are in general based on occupational inclusion of employment as defined under title IX of the Social Security Act. The basic data are not yet available from which to estimate the volume of employment covered by the approved unemployment compensation laws of Alaska and Hawaii.

The Oregon law covers firms employing 4 or more in any 1 day during any calendar quarter, provided the employer's pay roll amounts to \$500 or more during such quarter.

905,000. Michigan reported 1,163,000 workers employed in the November pay periods.

The type of estimates in the accompanying table must be differentiated from other series which may be available. The total number of persons working in covered occupations in a State or in the country as a whole changes from day to day. These estimates indicate current actual employment as of a given date. They do not represent the total coverage of workers for unemployment compensation purposes. It is obvious that, because of labor turn-over from month to month during the year, the number of workers

having accounts in the unemployment compensation agencies of each State may be from 25 to 50 percent larger than the number of workers employed in covered industries in a given pay-roll period.

Figures relating to coverage and to volume of employment are both useful. The statistics of current employment are essential for estimates of the solvency of State funds, estimates of the volume of unemployment, and as indicators of the potential load in local employment service agencies. State reports on current employment are now being submitted to the Social Security

Board by the majority of the States, but because of the recent passage of their unemployment compensation laws a few States have not yet entered this reporting system. As rapidly as the other States come into the reporting system and are able to submit complete and comparable data,

their figures for covered employment will be published currently and also will be used as a bench mark for making current estimates. At a later date, figures indicating the total coverage of the State laws over a period of a year will also be made available.

UNEMPLOYMENT COMPENSATION STATISTICS

Table 1.—Number of initial claims received and number and amount of benefit payments during January 1938

[Data reported by State agencies,¹ corrected to Mar. 5, 1938]

State	Initial claims received for total and partial benefits	Payments for both total and partial benefits	
		Number	Amount
Total for States reporting	308,722	39,082	\$365,951
Arizona	5,866	753	9,627
Connecticut	93,128	10,620	112,749
District of Columbia	18,384	0	0
Louisiana	18,615	1,490	1,505
Maryland	(?)	6,751	59,740
Minnesota	56,702	6	66
New Hampshire	25,939	38	456
North Carolina	103,665	1,238	8,479
Rhode Island	67,731	18,186	164,329
Vermont	8,692	(?)	(?)

¹ Data reported on Forms UC-214 and UC-216. As of March 5, 1938, reports on these forms had not been received from the following States in which claims for benefits were filed in January: Alabama, California, Maine, Massachusetts, New York, Oregon, Pennsylvania, Tennessee, Texas, Utah, Virginia, West Virginia, and Wisconsin.

² During January, partial benefits only were paid.

³ Not reported.

Regular monthly reporting of benefit statistics to the Social Security Board was inaugurated in February. Table 1 shows the number of initial claims received and the number and amount of benefit payments made during January in the 10 States from which benefit statistics reports on Forms UC-214 and UC-216 were received by the Social Security Board by March 5.

For reporting purposes, an initial claim is defined as the first application for benefits in a period of unemployment. The number of payments shown above represent the number of pay checks for total or partial unemployment issued by these 10 States during January. The data are preliminary and subject to revision.

The volume of initial claims for total unemployment benefits was considerably in excess of those for partial unemployment, according to the reports from States for which these separate data are available. Louisiana was the only exception; this was due in part to the fact that no waiting period is required for payments of partial benefits

in that State, while the waiting period for total unemployment is 4 weeks. Connecticut, Maryland, and Rhode Island were the only States to make a significant number of payments for total unemployment, the average payment being \$10.60, \$8.85, and \$9, respectively.

Table 2.—Amount of benefit payments charged to State benefit accounts during January 1938

[Data reported by State agencies,¹ corrected to Mar. 5, 1938]

State	Amounts charged to benefit payment account	
	Total for States reporting	\$1,109,429.25
Alabama	0	0
Arizona	9,627.37	9,627.37
California	0	0
Connecticut	116,478.22	116,478.22
District of Columbia	0	0
Louisiana	10,505.20	10,505.20
Maine	9,102.22	9,102.22
Maryland	59,940.22	59,940.22
Massachusetts	101,949.00	101,949.00
Minnesota	65.71	65.71
New Hampshire	456.00	456.00
New York	0	0
North Carolina	8,477.42	8,477.42
Oregon	25,452.55	25,452.55
Pennsylvania	0	0
Rhode Island	(?)	(?)
Tennessee	0	0
Texas	28,070.72	28,070.72
Utah	39,345.84	39,345.84
Vermont	0	0
West Virginia	30,433.91	30,433.91
Wisconsin	669,524.57	669,524.57

¹ Data reported on form UC-207. As of Mar. 5, 1938, reports on this form had been received from all States except Virginia in which claims for benefits were filed in January.

² Rhode Island charged no payments but actually paid benefits during the month.

Table 2 shows the amounts charged to the benefit-payment accounts maintained by the benefit-paying States, according to reports on financial transactions from the States to the Social Security Board. The charges to these accounts do not necessarily represent the total benefits paid during the month, because of the possibility of a difference in the time of issuance of a check and the posting of the items in the State books. In most cases for which figures are shown, however, the amount of funds charged to benefit-payment accounts approximates the amount of payments made during January.

Table 3.—Unemployment compensation: Status of the unemployment trust fund as of Jan. 31, 1938

State	Contributions first collectible on pay rolls for— ¹	Fiscal year 1936-37					Fiscal year 1937-38				
		Balance as of June 30, 1936	Deposits	Earnings	Withdrawals	Balance as of June 30, 1937	Deposits, July 1, 1937-Jan. 31, 1938	Earnings, July 1, 1937-Dec. 31, 1937 ²	Withdrawals, July 1, 1937-Jan. 31, 1938	Balance as of Jan. 31, 1938	
Total	\$18,949,421.44	\$292,915,958.16	\$2,737,181.92	\$1,000,000	\$113,602,561.52	\$373,871,475.13	\$5,845,814.72	\$35,600,000	\$657,719,851.37		
Alabama	³ 1936	4,888,360.65	23,392.47		4,911,753.12	3,842,812.06	83,781.39	500,000	8,338,346.57		
Alaska	1937	925,857.13	4,927.52		930,784.65	1,061,760.14	17,984.42	250,000	237,869.88		
Arizona	1936					1,913,066.73	11,933.27		1,760,509.21		
Arkansas	1937					40,249,000.00	598,258.58	5,500,000	1,925,000.00		
California	⁴ 1936	27,666,400.00	242,944.34		27,909,344.34	2,571,865.82	41,595.39	63,256,602.92			
Colorado	³ 1936	2,295,233.60	14,709.81		2,309,943.41	7,190,000.00	144,345.36	4,923,404.62			
Connecticut	1936	8,400,000.00	46,814.60		8,446,814.60	1,100,000.00	1,307.02		15,031,159.98		
Delaware	1937								1,101,307.02		
District of Columbia	⁵ 1936	603,872.42	2,878,799.98	45,375.37		3,528,047.77	2,597,685.10	56,864.56	125,000	6,057,597.43	
Florida	1937						3,000,000.00	7,783.15		3,007,783.15	
Georgia	⁷ 1937						4,500,000.00	14,459.30		4,514,459.30	
Hawaii	1937						956,516.07	102.10		956,618.17	
Idaho	⁸ 1936	898,520.56	5,489.91			904,010.47	1,012,078.73	17,105.97		1,933,195.17	
Illinois	⁷ 1937						4,000,000.00			4,000,000.00	
Indiana	⁹ 1936	855,560.45	13,060,144.51	142,747.93		14,058,452.89	9,667,246.11	222,459.26		23,948,158.26	
Iowa	⁸ 1936		2,750,000.00	6,610.16		2,756,610.16	4,500,000.00	61,217.31		7,317,827.47	
Kansas	1937						3,699,259.56	24,447.74		3,723,707.36	
Kentucky	¹⁰ 1936		2,500,000.00	10,459.81		2,510,459.81	6,950,000.00	78,723.99		9,539,183.80	
Louisiana	¹¹ 1936		3,800,000.00	24,169.43		3,824,169.43	3,950,000.00	68,541.21	250,000	7,592,710.64	
Maine	1936		1,850,000.00	10,889.88		1,860,889.88	1,900,000.00	34,240.84	200,000	3,565,130.72	
Maryland	1936		3,000,000.00	16,019.51		3,016,919.51	5,750,000.00	78,671.04	500,000	8,345,500.56	
Massachusetts	¹² 1936		18,700,000.00	169,145.19		18,869,145.19	24,900,000.00	368,005.11	5,000,000	39,137,150.30	
Michigan	¹³ 1937		13,040,000.00	91,614.88		13,131,614.88	31,756,034.62	268,052.17		45,155,701.67	
Minnesota	1936		4,700,000.00	29,730.48		4,729,730.48	6,800,000.00	93,439.84	1,000,000	10,623,170.33	
Mississippi	⁵ 1936		1,134,382.09	12,200.04		1,146,582.13	1,182,527.20	20,948.70		2,350,058.03	
Missouri	1937						5,700,000.00			5,700,000.00	
Montana	1937						1,600,000.00	7,754.04		1,607,764.04	
Nebraska	1937						2,180,000.00	4,264.65		2,184,264.65	
Nevada	1937						586,378.73	3,324.63		589,668.36	
New Hampshire	¹⁴ 1936		2,282,616.84	17,521.71		2,300,138.55	1,973,047.10	40,425.63	250,000	4,063,611.28	
New Jersey	⁵ 1936		16,550,000.00	85,414.88		16,635,414.88	14,500,000.00	282,056.86		31,417,471.74	
New Mexico	⁸ 1936		650,000.00	4,159.04		654,159.04	600,000.00	11,264.79		1,265,423.83	
New York	⁶ 1936	6,007,838.09	50,000,000.00	655,336.55		56,663,174.64	44,000,000.00	935,635.83	5,000,000	96,602,810.47	
North Carolina	1936		5,520,000.00	32,855.72		5,552,855.72	4,010,000.00	90,537.10	500,000	9,153,392.82	
North Dakota	1937						600,000.00	3,555.56		603,555.56	
Ohio	⁸ 1936		17,002,015.39	117,807.07		17,119,822.46	37,750,028.70	411,690.51		55,281,541.67	
Oklahoma	⁹ 1936		3,505,000.00	22,980.14		3,527,980.14	3,080,000.00	59,938.40		6,667,918.54	
Oregon	1936		3,311,887.48	39,409.16		3,351,296.64	2,556,735.81	55,653.82		5,463,686.27	
Pennsylvania	1936		37,780,000.00	224,190.67		38,004,190.67	31,732,000.00	678,617.03	10,000,000	60,434,807.70	
Rhode Island	¹⁵ 1936		4,467,827.46	37,769.97		4,505,597.43	3,800,814.16	76,294.68	500,000	7,891,646.27	
South Carolina	⁸ 1936		2,500,000.00	17,695.89		2,517,695.89	1,850,000.00	40,099.78		4,407,795.67	
South Dakota	⁸ 1936		470,000.00	3,367.73		473,367.73	570,000.00	9,195.48		1,052,564.21	
Tennessee	1936		3,800,000.00	18,051.16		3,818,051.16	4,070,000.00	71,388.48		7,459,439.64	
Texas	1936		10,585,000.00	73,749.45		10,658,749.45	9,150,000.00	185,128.36		19,593,877.81	
Utah	1936		1,113,367.70	9,229.72		1,122,597.42	1,555,000.00	23,100.33		300,000	2,400,697.75
Vermont	1936		656,342.98	4,301.82		660,644.80	738,903.22	12,644.04	75,000	1,337,192.06	
Virginia	1936		4,300,000.00	21,153.45		4,321,153.45	4,200,000.00	74,281.63	150,000	8,445,435.06	
Washington	1937		3,589,467.76	22,754.62		3,612,222.38	6,049,000.00	37,868.38		6,237,868.38	
West Virginia	1936		11,482,150.48	12,344,734.03	431,291.84	1,000,000	23,258,176.35	8,602,850.39	324,107.33	1,750,000	30,435,134.07
Wisconsin	¹⁶ 1934						900,000.00	4,679.14		904,679.14	
Wyoming	1937										

¹ Contributions payable under State unemployment compensation laws; employer's contributions at rate of 0.9 percent of annual pay rolls for 1936 and 1.8 percent for 1937, except as otherwise noted; employees' contributions on wages received also were collectible in 9 States as indicated.

² Earnings are credited at the end of each quarter of the fiscal year.

³ Employee contributions of 1 percent of wages collectible after May 1, 1936.

⁴ Employee contributions of 0.45 percent collectible for 1936, of 0.9 percent for 1937.

⁵ Employer contributions collectible for period of less than a year but with contribution rate fixed to equal 0.9 percent of annual pay rolls for the year 1936.

⁶ Employer contributions at rate of 1 percent of annual pay rolls collectible for 1936 and 2 percent for 1937. In New York, contributions based on wages up to \$3,000 per year.

⁷ Employer contributions first collectible July 1, 1937, but at a rate to equal 1.8 percent of annual pay rolls for year 1937.

⁸ Employee contributions of 1/2 of employer's tax on wages up to \$3,000 per year collectible Jan. 1, 1937, through Mar. 17, 1937.

⁹ Employee contributions of 0.9 percent of wages collectible Jan. 1, 1937, through Mar. 31, 1937, if employers were subject to law during 1936 and first 3 months of 1937.

¹⁰ Employee contributions of 0.9 percent of wages, except for nonmanual workers earning over \$50 per week or \$2,000 per year, collectible for 1937.

¹¹ Employee contributions of 0.5 percent of wages collectible after Jan. 1, 1937.

¹² Employee contributions of 1 percent of wages up to \$2,500 per year collectible after July 1, 1937.

¹³ Employer contributions at rate of 2 percent of wages up to \$3,000 per year collectible for 1937.

¹⁴ Employer contributions at rate of 1 percent of annual pay rolls for 1936, 2 percent for the period Jan. 1, 1937, through Sept. 30, 1937, and 1.8 percent for the period Oct. 1, 1937, through Dec. 31, 1937. Employee contributions of 0.5 percent of wages collectible for 1936; of 1/2 employer rate or 1 percent, whichever is less, Jan. 1, 1937, through Sept. 30, 1937.

¹⁵ Employee contributions of 1 percent of wages up to \$3,000 per year collectible for 1937, beginning Jan. 4, 1937.

¹⁶ Employer contributions at rate of 2 percent collectible July 1, 1934, through Dec. 31, 1937.

Source: Computed from data furnished by the Office of Commissioner of Accounts and Deposits, U. S. Treasury Department.

Table 4.—Operations of the United States Employment Service, January 1938

State	Placements						New applications		Active file ¹	
	Total ²	Private			Public			Number	Percentage change from December	As of Jan. 31, 1938
		Total number	Percentage change from December	Regular (over 1 month)	Temporary (1 month or less)	Number	Percentage change from December			
Total	135,759	91,876	-29.0	39,050	52,817	41,803	-10.4	939,708	+107.9	6,054,616
Alabama	1,749	557	-52.3	343	214	1,164	+28.3	30,925	+145.9	125,838
Arizona	1,274	705	-38.4	313	392	545	-25.3	3,891	+49.7	23,587
Arkansas	1,536	1,194	-19.4	385	809	219	-13.4	6,990	+104.7	58,171
California	10,443	7,803	-30.5	3,821	3,982	2,640	-6.5	68,441	+87.3	320,399
Colorado	2,038	984	-40.9	495	489	1,042	-6.0	4,930	+11.1	64,754
Connecticut	1,764	1,047	-28.5	652	395	660	+82.3	45,976	+121.0	142,482
Delaware	429	340	-37.0	128	202	87	+45.0	1,111	+23.7	12,292
District of Columbia	1,974	1,485	-12.9	796	689	489	+176.3	10,330	+386.8	42,983
Florida	1,464	0		0	0	1,277	+16.0	3,157	+62.7	68,665
Georgia	4,401	1,406	-19.6	630	866	2,995	+11.3	11,716	+34.7	115,440
Idaho	740	599	+2.9	270	329	141	-45.3	2,019	-7.0	19,594
Illinois	12,164	9,205	-20.4	3,566	5,639	2,907	+33.8	20,955	+23.5	315,414
Indiana	2,049	1,887	-31.8	1,189	698	150	-40.7	13,100	+65.9	111,028
Iowa	3,506	2,470	-12.3	1,100	1,370	940	-19.0	4,582	-6.2	67,398
Kansas	1,542	538	-40.7	240	298	1,004	+41.8	3,703	+2.2	61,425
Kentucky	1,545	773	-27.8	453	320	768	-46.9	3,763	+47.7	105,702
Louisiana	3,251	2,190	-40.6	1,168	1,022	1,060	+57.0	19,125	+155.9	89,292
Maine	488	225	+49.0	120	105	263	-19.8	10,298	+67.8	42,974
Maryland	1,263	725	-28.3	397	328	538	-15.7	16,553	+12.6	78,567
Massachusetts	1,047	724	-17.4	407	317	301	-18.2	26,329	+31.8	297,305
Michigan	2,318	1,676	-34.6	788	888	515	-10.4	36,679	+161.6	182,210
Minnesota	3,204	2,564	-24.3	1,407	1,157	632	-40.5	15,024	+81.9	147,261
Mississippi	1,911	163	-19.3	113	50	1,747	-24.7	8,321	+69.7	70,857
Missouri	3,160	2,176	-1.5	1,135	1,041	684	-34.7	9,996	+32.6	161,390
Montana	779	453	+10.8	188	265	322	-57.1	1,764	+12.3	26,598
Nebraska	1,444	735	-11.4	396	339	709	-13.0	2,782	+8.9	44,744
Nevada	539	286	-28.3	168	118	253	+57.1	827	+24.4	4,880
New Hampshire	732	611	-6.9	414	107	121	-26.2	12,088	+238.0	40,740
New Jersey	2,549	2,300	-12.3	1,177	1,123	183	-53.3	16,766	+79.4	206,432
New Mexico	842	435	-2.9	304	131	402	-27.4	1,414	+28.1	26,688
New York	7,956	6,184	-28.1	2,597	3,587	1,492	-33.2	185,915	+459.8	460,080
North Carolina	3,362	2,010	-37.4	1,075	935	1,349	-16.5	34,597	+93.4	136,722
North Dakota	1,222	1,083	-40.0	513	570	139	-22.8	1,074	-5.0	28,429
Ohio	6,876	5,100	-27.5	2,407	2,693	1,411	-3.9	31,780	+04.0	322,804
Oklahoma	2,371	1,264	-34.8	464	800	1,106	+26.0	6,174	+5.1	105,161
Oregon	1,344	593	-12.1	320	273	651	-25.3	18,938	+102.1	79,473
Pennsylvania	4,768	2,720	-19.8	1,319	1,401	1,756	-6.1	82,000	+81.3	820,000
Rhode Island	467	348	-19.4	180	159	77	-34.2	3,798	-61.0	53,910
South Carolina	1,046	229	-62.7	106	123	816	-12.7	6,390	+117.5	61,882
South Dakota	952	489	-7.2	169	320	459	-36.8	1,351	-13.2	50,352
Tennessee	1,954	1,305	-35.7	958	347	649	-21.5	7,961	-1.0	127,383
Texas	22,301	18,488	-37.5	3,335	15,183	3,780	+0.4	50,636	+84.0	228,723
Utah	278	154	-74.4	51	103	122	-34.8	2,671	+52.9	24,012
Vermont	401	325	-16.2	184	141	76	-78.9	5,300	+223.5	18,039
Virginia	2,264	1,329	-31.0	762	567	925	-47.1	21,414	+365.7	78,311
Washington	1,202	568	-39.7	325	243	630	-48.8	8,270	+2.1	84,646
West Virginia	1,034	620	-37.6	349	271	380	+47.3	37,165	+432.4	134,177
Wisconsin	3,400	2,487	-16.8	1,287	1,200	821	+13.6	20,032	+25.9	151,509
Wyoming	336	234	-20.7	76	158	97	-28.7	669	+20.8	7,793

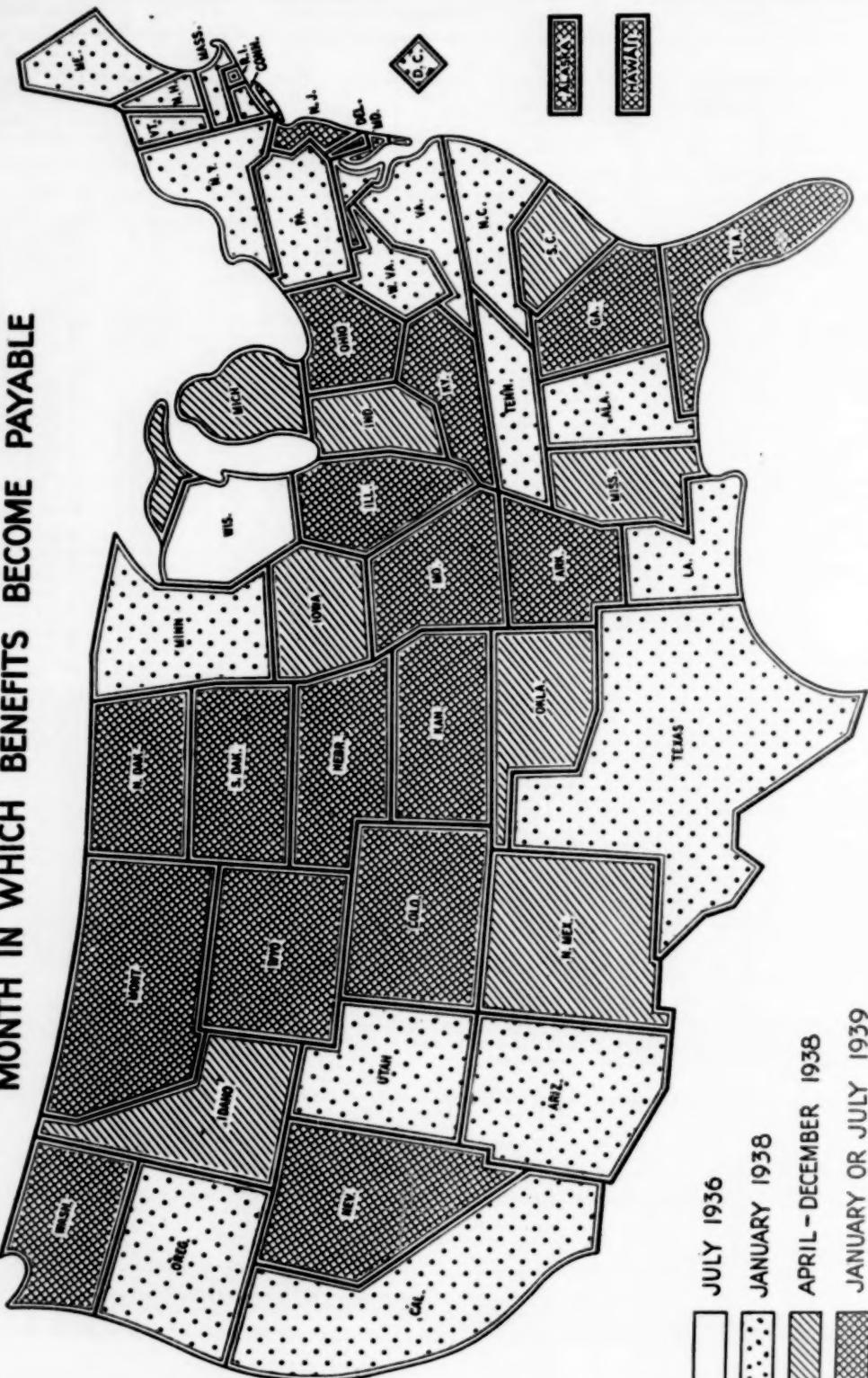
¹ The active file represents cases regarded by the employment office as actively seeking work. The files are cleared periodically by removal of cards of applicants who have not recently renewed their registrations. There is some variation from office to office and State to State in the frequency with which this is done. There is also some variation from State to State in the extent to which applicants for work relief are included in the active file.

² Includes 2,080 security-wage placements on work-relief projects.

³ Partially estimated.

Source: U. S. Department of Labor, Employment Service, Bureau of Standards and Research.

STATE UNEMPLOYMENT COMPENSATION LAWS
MONTH IN WHICH BENEFITS BECOME PAYABLE



PUBLIC ASSISTANCE

Statistics for the United States for January 1938

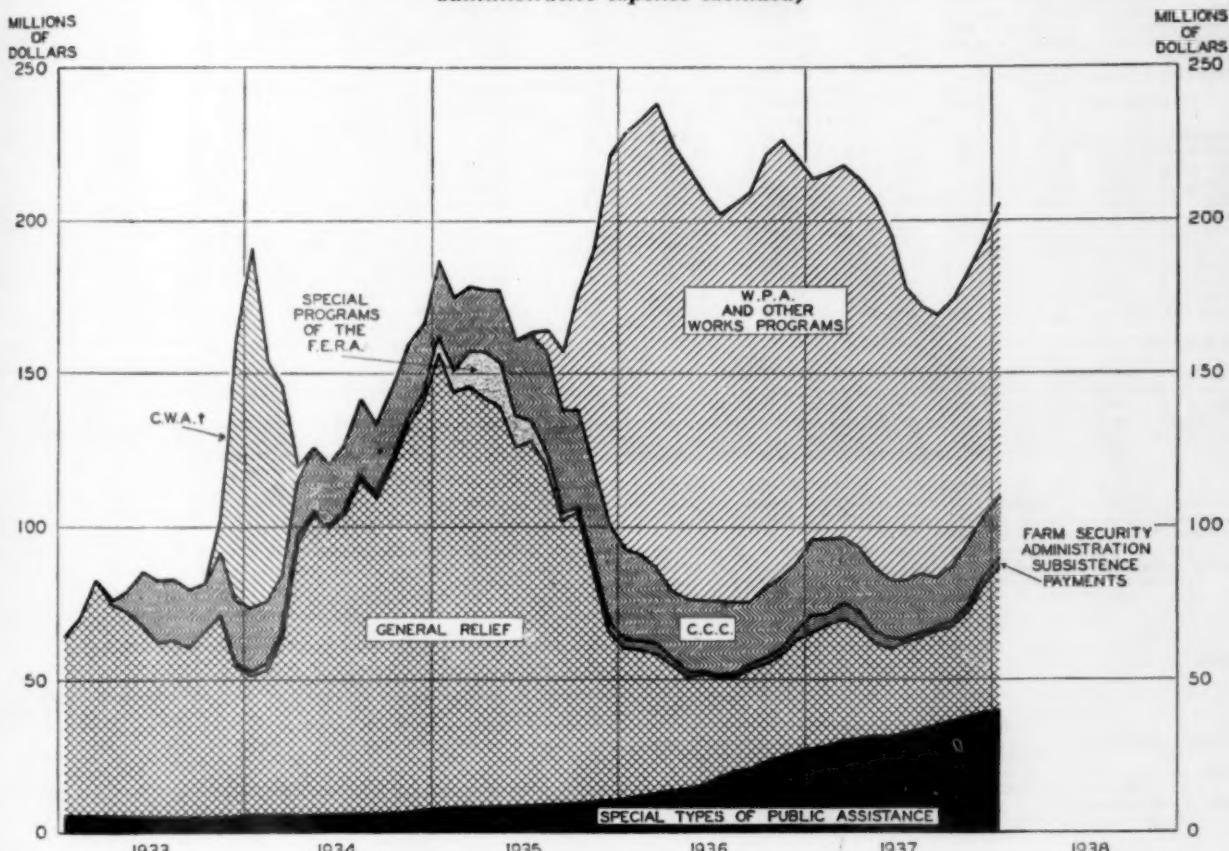
BUREAU OF RESEARCH AND STATISTICS · DIVISION OF PUBLIC ASSISTANCE RESEARCH

In January 1938 the total amount of relief from public funds, exclusive of the cost of administration, continued the upward trend which began in October 1937. It is estimated, as shown in table 1, that the total amount of public-assistance payments under all programs was \$206.3 million for the month. This represents an increase over December 1937 of 6.4 percent. Increases of 13.1 percent in general relief and 6.9 percent in earnings under the Works Program were the chief factors contributing to the rise from December to January in the total bill for relief. Small increases were reported in assistance to special groups—the aged, the blind, and the dependent children—

and in the amount expended as real wages to young men enrolled in the Civilian Conservation Corps. Emergency subsistence payments to farmers under the Farm Security Administration decreased about 3.0 percent from the total for December.

The trend in the total amount of public relief for all programs for the period from January 1933 through January 1938 is shown in chart I. During 1933 the total amount of public relief was slightly less than \$1 billion; in 1934 between \$1.5 and \$2 billion; and in 1935 and succeeding years, \$2 billion and over. The high point in relief to cases for any one month during this period came

Chart I.—All public relief in the continental United States, 1933-38 (transient care and administrative expense excluded)



† Represents earnings of persons previously receiving relief estimated arbitrarily by the Works Progress Administration as 50 percent of the total obligations incurred for earnings from Federal funds under the Civil Works Program.

Table 1.—All public relief in the continental United States, excluding transient care, January 1935—January 1938
[In thousands of dollars]

Year and month	All public relief, excluding transient care and administrative expense ¹	Obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind ²	Obligations incurred for general relief extended to cases ³	Obligations incurred for relief under special programs of the Federal Emergency Relief Administration ⁴	Earnings of persons certified as in need of relief employed under the Works Program ⁵			Civilian Conservation Corps ⁶	Emergency subsistence payments to farmers ⁷	
					Works Progress Administration	Other Federal agencies ⁸	National Youth Administration			
					Student aid	Work projects ⁹				
Total for 1935	\$2,127,890	\$113,010	\$1,350,224	\$75,405	\$221,641	\$25,854	\$6,364	—	\$332,851	\$2,541
January	186,837	8,343	148,437	5,021	—	—	—	—	25,036	—
February	175,151	8,527	135,664	6,655	—	—	—	—	24,305	—
March	178,315	8,662	137,330	10,886	—	—	—	—	21,437	—
April	177,588	9,913	133,302	14,874	—	—	—	—	20,499	—
May	177,413	9,076	130,600	14,062	—	—	—	—	23,675	—
June	161,930	9,246	117,065	10,954	—	126	—	—	24,539	—
July	163,082	9,552	118,868	6,101	2	441	—	—	28,088	—
August	163,587	9,666	110,384	3,371	4,883	1,616	—	—	33,687	—
September	157,202	9,820	92,843	1,586	15,345	3,610	221	—	33,777	—
October	175,327	10,081	95,007	872	30,142	5,466	1,653	—	32,106	—
November	190,335	10,408	75,855	724	60,627	6,945	2,095	—	33,582	—
December	221,155	10,716	54,889	299	110,643	7,651	2,395	—	32,120	2,441
Total for 1936	2,618,120	216,044	436,793	127	1,448,859	152,474	25,900	\$25,166	292,391	20,388
January	227,046	11,304	47,915	38	124,277	8,360	2,416	156	29,792	2,738
February	231,938	12,346	46,854	15	129,421	8,823	2,793	901	28,188	2,387
March	237,084	12,987	44,555	13	135,885	10,759	2,986	1,890	24,858	3,181
April	224,250	14,094	40,069	11	126,669	13,065	3,190	2,563	22,575	2,014
May	215,536	14,826	34,977	13	118,237	15,754	3,554	2,520	24,348	1,397
June	206,398	15,793	33,184	13	113,192	15,206	1,842	2,705	23,518	941
July	200,412	18,268	30,790	10	109,956	14,089	1	2,239	21,496	562
August	204,199	20,083	29,629	7	113,233	14,436	7	2,260	23,629	666
September	206,984	21,364	30,006	3	116,670	14,181	342	2,266	20,903	1,146
October	220,110	23,447	30,675	2	122,365	14,199	2,516	2,406	23,133	1,365
November	224,519	24,952	31,866	1	124,350	12,273	3,122	2,533	24,006	1,414
December	219,646	26,581	36,273	1	114,584	11,329	3,132	2,627	22,945	11,217
Total for 1937	3,333,378	397,935	407,645	—	1,100,481	93,446	24,228	28,139	245,608	35,886
January	213,730	27,779	37,810	—	103,922	8,601	2,967	2,682	24,485	11,548
February	215,365	28,875	39,171	—	105,188	8,161	3,227	2,830	24,158	11,755
March	218,186	30,218	39,679	—	106,804	8,547	3,316	2,812	21,238	11,532
April	213,541	31,118	35,874	—	104,969	8,965	3,347	2,780	21,228	5,266
May	207,778	31,792	30,853	—	104,088	10,038	3,642	2,690	21,004	3,671
June	196,553	31,458	28,400	—	98,810	9,790	1,992	2,511	19,356	3,236
July	177,828	33,038	29,204	—	85,825	7,354	0	2,132	19,334	941
August	171,506	34,075	29,935	—	77,826	6,995	(1)	2,003	19,326	1,346
September	168,787	35,562	30,468	—	76,386	6,833	160	1,869	16,312	1,197
October	173,913	36,643	30,852	—	76,632	6,565	1,906	1,850	18,379	1,396
November	182,688	38,011	34,084	—	77,945	6,106	1,969	1,918	20,876	1,773
December	194,522	39,366	41,315	—	82,055	5,492	2,012	2,061	19,912	2,275
January 1938	206,292	40,162	46,742	—	88,136	4,917	1,990	2,195	19,940	2,210

¹ These figures include all public relief extended to cases with the exception of the transient program. For the years 1936 and 1937 complete figures for the care of transient and homeless persons are not available. The magnitude of such programs is shown on chart I.

² Figures for January 1935 through January 1936 represent payments from State and local funds only. Figures for subsequent months represent payments from Federal, State, and local funds in States administering public assistance under the Social Security Act and payments from State and local funds only for States not participating under the Social Security Act. Figures for 1935, 1936, and 1937 are partly estimated and subject to revision. Figures exclude administrative expense.

³ Figures for January 1935 through March 1937 from Federal Emergency Relief Administration, Division of Research, Statistics, and Records. These figures exclude administrative expense, nonrelief expense, and the expense of special programs. Figures for 1935 include only obligations incurred for cases receiving emergency relief under the general relief program of the Federal Emergency Relief Administration. Beginning with 1936, general relief extended to cases includes that extended by local authorities from public funds under the poor laws. Figures for 1936 and 1937 are partly estimated and subject to revision.

⁴ Data from Federal Emergency Relief Administration, Division of Research, Statistics, and Records, include relief extended under the Federal Emergency Relief Administration for emergency education, student aid, and rural rehabilitation.

⁵ Data from the Works Progress Administration, Division of Research, Statistics, and Records.

⁶ Other agencies include bureaus of regular Government departments and independent establishments engaged in activities which could be expanded to employ relief workers, and emergency agencies such as the Public Works Administration and the Rural Electrification Administration. Figures for July 1937 and subsequent months are partly estimated and subject to revision.

⁷ Includes earnings of persons certified as in need of relief employed on National Youth Administration work projects and in the Young Women's Educational Camps. Prior to March 1937, figures partly estimated.

⁸ Figures estimated by the Director of the Civilian Conservation Corps by multiplying the average monthly number of persons enrolled by an average of \$70 per month. This average amount is based upon the amount of obligations incurred for cash allowances to persons enrolled and for clothing, shelter, subsistence, and medical care of persons enrolled, and upon the estimated amount of obligations incurred for certain other items. From Apr. 8, 1935, to June 30, 1936, this program was included under the Works Program and was known as Emergency Conservation Work. Since July 1936 it has been financed by separate appropriations.

⁹ Data from Rural Rehabilitation Division of the Farm Security Administration (formerly the Resettlement Administration) represent the amount of grant payments certified to individuals.

¹⁰ For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

¹¹ Total amount of obligations incurred less than \$1,000.

Table 2.—Recipients of public relief in the continental United States, excluding transient care,
January 1935-January 1938¹

[In thousands]

Year and month	Estimated total number of different households receiving public relief ²	Recipients of special types of public assistance ³			Cases receiving general relief ⁴	Persons certified as in need of relief employed under the Works Program ⁵			Persons enrolled in the Civilian Conservation Corps ⁶	Cases for which subsistence payments were certified by the Farm Security Administration ⁷
		Old-age assistance		Aid to dependent children		Works Progress Administration	Other Federal agencies ⁸	National Youth Administration		
		Families	Children	Aid to the blind		Student aid	Work projects ⁹			
1935										
January	240	102	255	33	5,276				358	
February	256	102	255	32	5,240				347	
March	263	103	258	32	5,172				306	
April	274	104	260	33	5,013				290	
May	281	104	260	32	4,842				338	
June	293	102	255	33	4,594		2		351	
July	302	104	260	34	4,369	70	12		401	
August	314	105	262	33	4,218	238	73		481	
September	326	104	260	33	3,908	433	101	35	483	
October	347	106	265	35	3,722	739	129	184	449	
November	359	107	268	34	3,462	2,352	145	234	480	6
December	378	109	272	35	2,608	2,627	156	283	459	130
1936										
January	429	116	296	35	2,216	2,708	185	306	16	426
February	409	125	320	39	2,135	2,899	200	351	75	403
March	505	126	320	41	2,010	2,734	227	380	187	355
April	571	141	353	40	1,826	2,443	267	405	174	322
May	607	145	364	40	1,657	2,220	298	398	170	348
June	651	154	384	41	1,553	2,136	278	215	176	336
July	4,800	788	153	385	43	1,448	2,129	255	(10)	157
August	5,000	844	132	336	43	1,430	2,254	253	2	184
September	5,100	862	140	357	44	1,387	2,350	276	63	159
October	5,300	973	154	389	44	1,394	2,445	245	341	158
November	5,300	1,034	158	399	45	1,403	2,348	236	309	165
December	5,300	1,106	161	406	45	1,508	2,071	211	411	170
1937										
January	5,500	1,150	168	423	46	1,659	2,034	171	417	177
February	5,500	1,202	173	434	46	1,723	2,033	163	427	181
March	5,500	1,258	179	449	47	1,681	2,018	164	440	184
April	5,400	1,297	186	464	48	1,557	1,989	176	442	184
May	5,200	1,328	193	482	48	1,394	1,926	183	424	177
June	5,000	1,291	195	487	49	1,289	1,754	175	249	166
July	4,700	1,396	197	488	51	1,264	1,522	124	0	143
August	4,500	1,436	205	506	52	1,270	1,435	121	(10)	127
September	4,400	1,469	211	523	54	1,269	1,407	119	36	122
October	4,500	1,506	216	537	55	1,279	1,431	113	243	118
November	4,700	1,545	220	548	55	1,375	1,474	109	282	122
December	5,100	1,580	228	567	56	1,636	1,583	102	298	130
1938										
January	5,600	1,606	235	583	58	1,915	1,852	90	300	140
									285	109

¹ Recipients of special programs under the Federal Emergency Relief Administration, by months, not included in this table for lack of space, are: (a) Student aid—January through June 1935, 102,297, 103,254, 104,740, 104,445, 100,013, 52,190; (b) Emergency education—January through December 1935, 39,839, 42,424, 44,248, 43,674, 40,962, 32,297, 28,227, 31,618, 25,236, 19,468, 16,673, 7,930; (c) Rural rehabilitation—January through June 1935, 72,222, 87,350, 172,886, 209,924, 205,450, 203,612.

² Total number of different households receiving public relief not estimated for months prior to July 1936 because of lack of information regarding duplication.

³ Figures include not only recipients of public assistance under the Social Security Act but also recipients of similar types of assistance in States not administering aid under the Social Security Act. Figures for 1935 and for States not administering Federal funds under the Social Security Act for 1936 and 1937 are partly estimated and subject to revision.

⁴ Data for January 1935 through March 1937 from Federal Emergency Relief Administration, Division of Research, Statistics, and Records. Figures for 1935 include only cases receiving emergency relief under the general relief program of the Federal Emergency Relief Administration. Beginning with 1936, general relief extended to cases included that extended by local authorities from public funds under the poor laws. Figures for 1936 and 1937 are partly estimated and subject to revision.

⁵ Data from the Works Progress Administration, Division of Research, Statistics, and Records, are for the week ending nearest the end of the month for all programs except the National Youth Administration, for which the data represent the number of different persons employed during the month. Figures for National Youth Administration are partly estimated for months prior to March 1937.

⁶ Other agencies include bureaus of regular Government departments and independent establishments engaged in activities which could be expanded to employ relief workers, and emergency agencies such as the Public Works Administration and the Rural Electrification Administration. Figures for July 1937 and subsequent months are partly estimated and subject to revision.

⁷ Includes persons certified as in need of relief employed on National Youth Administration work projects and in Young Women's Educational Camps.

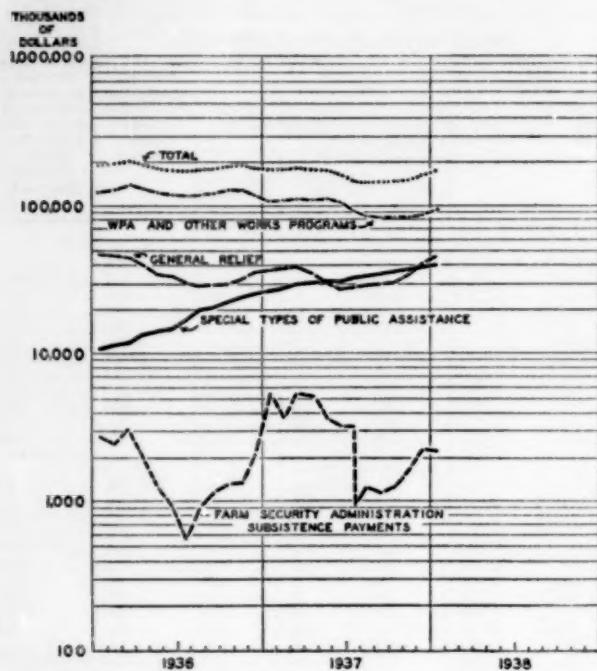
⁸ Figures are averages computed by the Civilian Conservation Corps from reports on the number of persons enrolled on the 10th, 20th, and last day of each month except for the Indian Division; for this Division averages are computed from daily reports.

⁹ Data from the Rural Rehabilitation Division of the Farm Security Administration (formerly the Resettlement Administration) represent the number of emergency grant vouchers certified. Ordinarily only 1 grant voucher per case is certified per month.

¹⁰ Less than 1,000 persons employed this month.

¹¹ For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

**Chart II.—All public relief in the United States, 1936-38
(semilogarithmic scale, administrative expense excluded)**



in March 1936, when the total for the month was \$237.1 million. Again in 1937 the high point for the year occurred in March when the total was \$218.2 million, or \$18.9 million below the figure for the same month in the previous year. From March on, there were month-to-month decreases through September, when the total for the month was \$168.8 million. In October a rise of \$5.0 million in the total amount of relief reported began an upward trend which continued through January 1938, when the total was \$206.3 million.

The trends in the amount of relief to cases for each of the major public-assistance programs, as well as for the total for all programs for the period from January 1936 through January 1938, are shown in chart II. The downward trend in the total amount of relief over this period was closely paralleled by the decline in the amount of earnings under the Works Program. Obligations incurred for the special types of public assistance increased steadily and actually exceeded the total amount of general relief for each month during the period from May through November 1937. Emergency subsistence payments under the Farm Security Administration showed distinct seasonal trends.

The total amount earned by persons certified as in need of relief employed under the Works Program was \$97.2 million for January 1938. The amount of earnings under the Works Progress Administration in January rose 7.5 percent from December, when 1.9 million persons earned \$88.1 million. Earnings on work projects under the National Youth Administration were about \$2.2 million for the month, which also represented an increase over the figure reported for December; earnings on student-aid projects, however, were \$2.0 million, approximately the same as the amount reported for the prior month. Persons certified as in need of relief employed by other Federal agencies under the Works Program—bureaus of regular Government departments, independent establishments, and emergency agencies—received \$4.9 million for January. This was 10.0 percent below the amount reported for December.

The January totals for general relief, 1.9 million cases and \$46.7 million for relief extended to cases, were the highest since March 1936 in number of cases and since February 1936 in amount of relief extended. In noting these comparisons with the months in early 1936, it should be borne in mind that in those months of 1936 there were still large balances of Federal funds available for general relief, even though final grants to the States had been determined by the Federal Emergency Relief Administration by December 1935.

General relief and the special types of public assistance each accounted for approximately one-fifth of the total amount of public assistance for all programs for January. About 1.6 million aged persons, 583,000 dependent children in 235,000 families, and 58,000 blind persons received a total of \$40.2 million in payments for January from Federal, State, and local funds appropriated for the special types of assistance.

The remaining one-tenth of the total for all public relief was accounted for by the Civilian Conservation Corps and the Farm Security Administration.

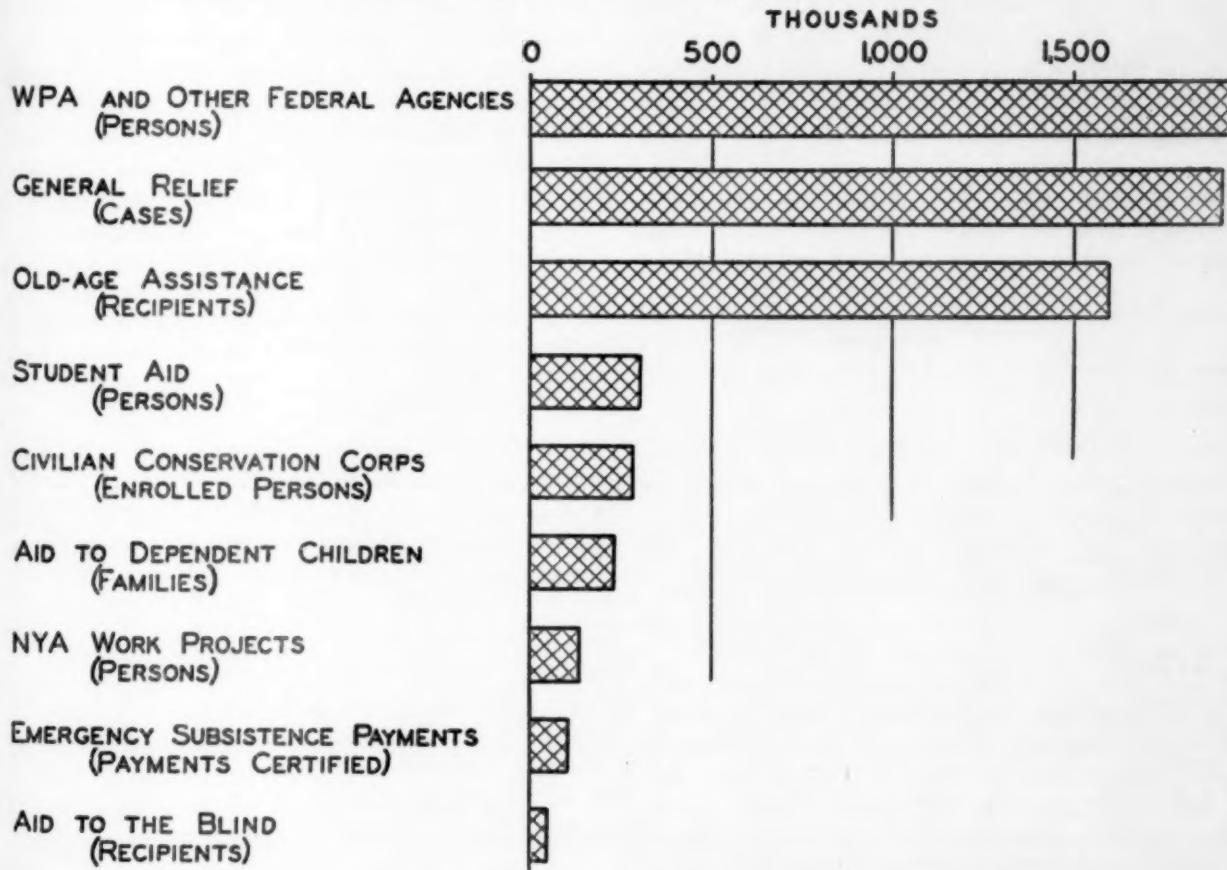
It will be observed from the chart on the following page that by far the largest number of persons in receipt of aid from public funds are those represented by the persons in receipt of wages under the Works Program, the cases (families or individuals) receiving general relief, and the recipients of old-age assistance under the Social Security Act and other State plans.

Number of Different Households Receiving Public Relief

For a number of years Federal and State agencies have been collecting data currently on the number of cases (families or persons) receiving public relief, but these have not been translated over the whole period of time into a common unit. Several Federal agencies are at present engaged in determining a denominator common to the beneficiaries of all programs. For this purpose the household seems to be the most desirable unit. Since many households are represented on the rolls of two or more agencies during the same month, it would be impossible to obtain, by the addition of the case loads of all public relief agencies, the number of different households receiving public assistance. For this reason, the Social Security Board, from information available on reports of State agencies, has evolved a method of estimating this count with the advice and cooperation of other Government agencies.

In the February issue of this Bulletin there was a description of the two procedures developed to estimate the total number of different households receiving general relief and the special types of public assistance under the Social Security Act. One method makes use of the monthly reports received by the Social Security Board from certain States where relief activities have been so well unified and coordinated that the reporting agency is able to include an unduplicated count of households receiving one or more of these types of assistance. For January 1938, 11 States have been able to send in this information. Although the number of cases receiving general relief and one or more of the special types of public assistance in these States was 547,690, or approximately 14.4 percent of the total number of cases in the continental United States, the number of different households represented in this figure was only 518,259. (See table 3.) In other words, 5.4 percent of the cases reported to the Social Security Board represented duplications in the case count.

Chart III.—Recipients of public relief in the continental United States, January 1938



An analysis of the reports summarized in table 3 shows that the degree of duplication among the different States varied considerably. In California, 0.7 percent represented the amount of duplication, whereas in Tennessee the percentage was 18.9.

From the information received for the 11 States, it is estimated that the total number of different households in the continental United States receiving general relief and the special types of public assistance under the Social Security Act for January 1938 was about 3.6 million. By use of the second method described in the February issue of this Bulletin—an analysis of the annual reports from 43 States for a selected period of the fiscal year ended June 30, 1937—another estimate for the number of different households of approximately 3.4 million was obtained.

The Social Security Board has obtained from the Works Progress Administration monthly estimates of the amount of duplication between general relief cases and persons in need of relief employed under the Works Program. The degree of duplication is extremely variable and is twice as large in some months as in others. These estimates were prepared on the basis of monthly reports received from States in which a considerable proportion of all persons on relief receiving earnings from employment under the Works Program are located. If the amount of duplication between these two important groups is deducted from the sum of the number of different households receiving general relief and the special

types of public assistance, and the number of persons on work relief projects, the unduplicated count of households receiving special types of public assistance, general relief, and earnings under the Works Program can be determined easily. In addition, it is an accepted fact that there is little or no duplication of relief under the Farm Security Administration.

Certain additional estimates have been made of the numbers of persons enrolled in the Civilian Conservation Corps and the numbers of persons receiving college student aid under the program of the National Youth Administration who are not members of families already counted in the group of relief households.

On the basis of all the available information, the estimates of the number of different households receiving public relief in the continental United States are shown in table 2 for each month beginning with July 1936. These include the cases receiving general relief or any one of the special types of public assistance, persons in need receiving earnings from employment by the Works Progress Administration or from activities by other Government agencies employing workers in need of relief, cases receiving emergency grant vouchers certified by the Farm Security Administration, and persons receiving assistance from the Civilian Conservation Corps and the National Youth Administration. The estimated number of different households receiving public relief in January 1938 is 5.6 million, or an increase of approximately 500,000 over the previous month.

Table 3.—Number of different households receiving special types of public assistance and general relief and percentage of duplication in the case count for January 1938

State	Total number of different households receiving special types of public assistance and general relief	Number of cases receiving special types of public assistance and general relief					Percentage of duplication in reported number of cases	
		Total	Public assistance under the Social Security Act			General relief		
			Old-age assistance	Aid to dependent children (families)	Aid to the blind			
Total	518,259	547,690	245,434	46,967	10,156	245,133	5.4	
1. Arizona	8,455	9,203	4,938	1,442	259	2,564	8.1	
2. California	231,087	232,662	100,834	11,002	5,324	115,502	0.7	
3. Kansas	38,647	39,951	15,331	3,259	512	20,849	3.3	
4. Maryland	27,648	31,925	16,461	6,579	555	8,330	13.4	
5. North Dakota	16,622	18,739	7,340	432	91	10,876	11.3	
6. South Carolina	18,774	19,086	15,144	1,975	571	1,396	1.6	
7. Tennessee	23,305	28,747	15,565	7,235	661	5,286	18.9	
8. Utah	17,996	20,023	11,943	2,559	248	5,273	10.1	
9. Washington	83,657	94,383	36,391	6,457	1,015	50,520	11.6	
10. West Virginia	46,820	47,457	18,647	5,430	756	22,624	1.3	
11. Wyoming	5,248	5,514	2,840	597	164	1,913	4.9	

¹ Includes an unknown number of cases receiving transient relief.

² Includes 528 cases of children in boarding homes.

THE EFFECT OF UNEMPLOYMENT BENEFITS ON 2,500 RELIEF CASES IN PHILADELPHIA

*Saya Schwartz**

All States, the District of Columbia, Alaska, and Hawaii have unemployment compensation laws approved by the Social Security Board. Unemployment compensation laws provide for weekly payments over specified periods to qualified workers who are laid off or lose their jobs. These payments come from a fund made up of contributions collected by the State for the purpose. They are not equal to the worker's regular pay, but represent a partial compensation for a wage loss resulting from unemployment.

In Pennsylvania benefits were first payable in January 1938, and beginning the first of February (the waiting period before benefits can be paid is 3 weeks' total unemployment within 52 consecutive weeks) checks were distributed in Philadelphia from the State unemployment compensation fund. The maximum allowed by law is \$15 per week and the minimum is \$7.50.

The total amount^t of compensation which will be received by these workers is dependent upon the benefit rate and the duration of the benefit period, which is governed by wage credits built up during the period of previous employment and limited by law to not more than 13 weeks.

Although it is too early to determine to what extent these benefits will affect general relief, an analysis has been made of approximately 2,500 relief cases affected by the initial distribution of unemployment benefits in Philadelphia during February. Of the 2,500 cases studied, general relief was discontinued in about 2,000 instances as a result of unemployment benefits, but in approximately 500 cases there was some supplementation necessary since the amount of unemployment compensation was insufficient to remove the cases from the relief rolls. These two facts offer some picture of components of the relief group affected by the initial distribution of unemployment benefits.

One of the most interesting characteristics of the 2,000 cases which were closed for relief is that they are composed almost entirely of the cases most recently added to the relief rolls. Approximately 75 percent of this group had been on relief for only 3 months or less since the last approval

and only 6 percent had been receiving relief for more than 6 months. These findings, however, were to be expected since cases that had been on relief for long periods of time would not be able, in all likelihood, to fulfill the employment or wage qualifying requirement of the unemployment compensation law. Those cases added to the relief rolls because of recent loss of employment undoubtedly should compose the bulk of the relief group affected by the payment of unemployment compensation.

The weekly amount of the direct relief grant which these cases had been receiving prior to the closing of the cases amounted to an average of \$8.68 per case, or considerably more than that of \$7.76 shown at present for the total case load. This average (\$8.68) per closed case is of further interest when it is compared with the average amount of unemployment benefits received by this group. For 390 of these cases, where the data were available on the schedule, the unemployment benefit averaged \$11.28 a week. A distribution of these 390 cases by the amount of weekly benefits is as follows:

Weekly amount of unemployment compensation	Number of cases	Percent-age distribution
Total.....	390	100.0
\$7.50- 7.99.....	¹ 78	20.0
8.00- 9.99.....	55	14.1
10.00-11.99.....	87	22.3
12.00-13.99.....	70	17.9
14.00-14.99.....	22	5.6
15.00.....	78	20.0

¹ Includes 71 cases receiving the minimum benefit of \$7.50.

It is interesting to note that about 20 percent of the cases were receiving the minimum weekly benefit of \$7.50, and approximately the same proportion were receiving the maximum benefit of \$15 a week.

Primarily, however, the amount of benefit is of interest when related to the relief grant. Thus, with an average weekly relief allowance of \$8.68 per case and an average unemployment compensation of \$11.28, it appears that the income in these cases was increased by \$2.60 a week, on the average. In approximately 28 percent of the cases the amount of difference was less than \$2

*Administrative Assistant, Philadelphia County Board of Assistance.

a week; in 36 percent, between \$2 and \$4 per week; in 20 percent, between \$4 and \$6; and in only 16 percent was the difference more than \$6. At the same time, there were 34 cases in the group studied in which the relief grant was larger than the unemployment compensation, but relief could not be continued since the difference was less than \$1 a week. For these cases, the relief closing will mean a slight reduction in income.

Of the other characteristics among the 2,000 closed cases it was observed that the average number of persons per case was 3.1, including cases of single persons, and 3.7 for family cases. The bulk of the cases were families of two, three, or four persons, with both lone individuals and large-sized families underrepresented. Lone persons constituted only about one-fifth of the total, as compared with over two-fifths in the present relief load.

Negro cases were also underrepresented among the relief cases that were closed because they received benefits under the unemployment compensation law. The Negro group comprised only about one-fifth of the closed cases, whereas the proportion it forms of the present relief rolls

amounts to considerably more than two-fifths. This underrepresentation of Negro cases may be attributed to the general type of work common to this group. For example, domestic service in private homes in which many Negroes are engaged is not covered by the unemployment compensation law.

Of the 524 cases in which some supplementation in the form of relief was granted in addition to the unemployment benefit, it was noted that they were cases also that had been added recently to the rolls. The average weekly relief grant prior to receiving the benefit had been \$14.14 per case, and the amount of unemployment benefits averaged \$9.59 per case weekly. The adjusted cash-relief grant now averages the difference between these two amounts, or \$4.55 per week, per case. It will be noted that the average unemployment benefit here is lower than that shown for the cases closed and also that the average weekly relief grant was higher in this group.

The larger average relief grant among these 524 cases is a result of the fact that they averaged 5.7 persons per case.

ALMSHOUSE CARE AND THE OLD-AGE ASSISTANCE PROGRAM

The initiation and development of the old-age assistance program under the Social Security Act have not been followed by a marked reduction in the population of almshouses or in the number of almshouses except in a few States. This is a tentative conclusion based partially upon statistical data and partially upon the opinions of informed persons. Exceptions to this generalization are to be found, for the most part, in States in which the agency administering public assistance has adopted an aggressive policy of substituting public assistance and other types of care for almshouse care. Reports from Alabama, Georgia, Tennessee, and West Virginia indicate that an aggressive administrative policy has reduced the almshouse population. In Minnesota there has been a marked reduction in the number of almshouses and in the number of residents 65 or more years of age, and in Colorado a large reduction in total almshouse population has occurred.

Reports from other States indicate that the majority of the persons 65 or more years of age cared for in almshouses require institutional care

and hence cannot be removed. Many reports emphasize the fact that persons 65 or more years of age comprise only a fraction of the almshouse population, and that providing another kind of care for the aged group merely makes these facilities available for other destitute or handicapped persons. Thus, a reduction in the almshouse population and in the number of almshouses has not occurred although the character of the group cared for has changed.

Some information about the effect of the old-age assistance program on the population of almshouses or on the number of almshouses has been obtained for 30 States. In 11 States, inquiry revealed that no data are available, and for 6 States no reports have been received.

The numbers of almshouses closed in the several States are shown in table 4. Eleven States which formerly had 468 almshouses report that 106 of these have been closed.¹ Of this number, 48

¹ In addition, the *Social Work Year Book, 1937* notes that Delaware "in the past few years, has closed its county poorhouses and transferred to its new State Welfare Home all residents who cannot be cared for by old-age pensions and home relief."

were closed in Alabama between November 1935 and February 1938, and 12 in Minnesota between February 1936 and October 1937. A slight increase in the total almshouse population occurred in Arkansas, although two almshouses were closed. Reports from Oklahoma do not indicate whether the reduction in the number of almshouses has been accompanied by a decline in almshouse population. In New York State there has been some decrease in almshouse population but no reduction in the number of almshouses.

Reports from 12 of the 30 States reporting indicate that there has been no appreciable reduction in the number of persons receiving almshouse care

Table 4.—Number of almshouses closed in selected States during specified periods

State	Period covered by report	Number of almshouses		
		Beginning of period	Closed	End of period
Total		468	1 106	362
Alabama	November 1935—February 1938	61	48	13
Arkansas	July 1936—August 1937	35	2	33
Colorado	December 1936—February 1937	25	4	21
Connecticut	Spring 1935—February 1937	52	3	49
Georgia	March 1937—February 1938	57	22	35
Minnesota	February 1936—October 1937	44	12	32
North Carolina	July 1936—June 1937	86	1	85
North Dakota	May 1936—December 1937	10	1	9
Oklahoma	July 1936—July 1937	36	3	33
Tennessee	July 1937—December 1937	(¹)	4	(¹)
West Virginia	October 1935—July 1937	51	8	43
Wyoming	January 1936—December 1937	11	2	9

¹ Excludes 4 closed in Tennessee.

² The total almshouse population increased slightly to 710 from 696 in 1936.

³ Data are not available to show whether or not the total population in almshouses also declined; the number of residents 65 or more years of age decreased, however, from 1,355 on Feb. 1, 1936, to 902 on Oct. 1, 1937.

⁴ No report is available to show whether or not the total population of almshouses also declined.

⁵ Number not reported.

⁶ 3 almshouses were closed, but 1 new almshouse was opened.

or in the number of almshouses following the development of the old-age assistance program.²

Data on the number of recipients of old-age assistance who received care in a public institution within 30 days prior to applying for old-age assistance are included in the annual reports of the States to the Social Security Board.³ About 5,000, only 1 percent of the total number of

¹ Arizona, California, Idaho, Massachusetts, Mississippi, Montana, New Hampshire, North Carolina, Rhode Island, South Carolina, Utah, and Wisconsin.

² These reports are about recipients of old-age assistance who were accepted during a selected period of the fiscal year 1936-37.

468,000 recipients accepted for old-age assistance in 41 States, were receiving care in a public institution within 30 days prior to applying for old-age assistance. Since, by definition, "public institution" includes State and local public hospitals of all types and other public institutions as well as almshouses, somewhat less than 1 percent actually received almshouse care.

It is evident that the statistical and other information available on the question of the effect of the old-age assistance program on almshouse populations is fragmentary and incomplete. A more satisfactory answer to the question could be formulated if statistical data on the number of almshouse admissions and discharges, together with an analysis showing the age distribution and the number requiring institutional care, were available for a period of years both before and after the inauguration of an old-age assistance program in a State. It is doubtful whether the records exist from which such an analysis could be made, especially in many of the smaller almshouses.

The last survey of the number of almshouses and their population was made by the United States Bureau of Labor Statistics, 1923-24.⁴ The data are for the latest fiscal year available—in most cases 1923-24. The survey included 2,046 almshouses which had 85,889 residents during the fiscal year. This number of almshouses excludes some in which there were no inmates during the year or from which no report was received. More than half of these institutions housed 25 residents or less. A summary of more recent data on the number and population of almshouses which has been assembled for 28 States from annual reports and special surveys is presented at the end of this Bulletin. Variations from State to State, and even within a State, in the periods covered and in the methods of reporting the number of residents seriously limit the value of the data. Nevertheless, in the absence of more adequate information, it is believed that those who are interested in particular States will find this tabulation useful for reference purposes.

⁴ Stewart, Estelle, *The Cost of American Almshouses*, U. S. Bureau of Labor Statistics, Publication 286 (1925), pp. 8, 9, 17, 18.

SPECIAL TYPES OF PUBLIC ASSISTANCE

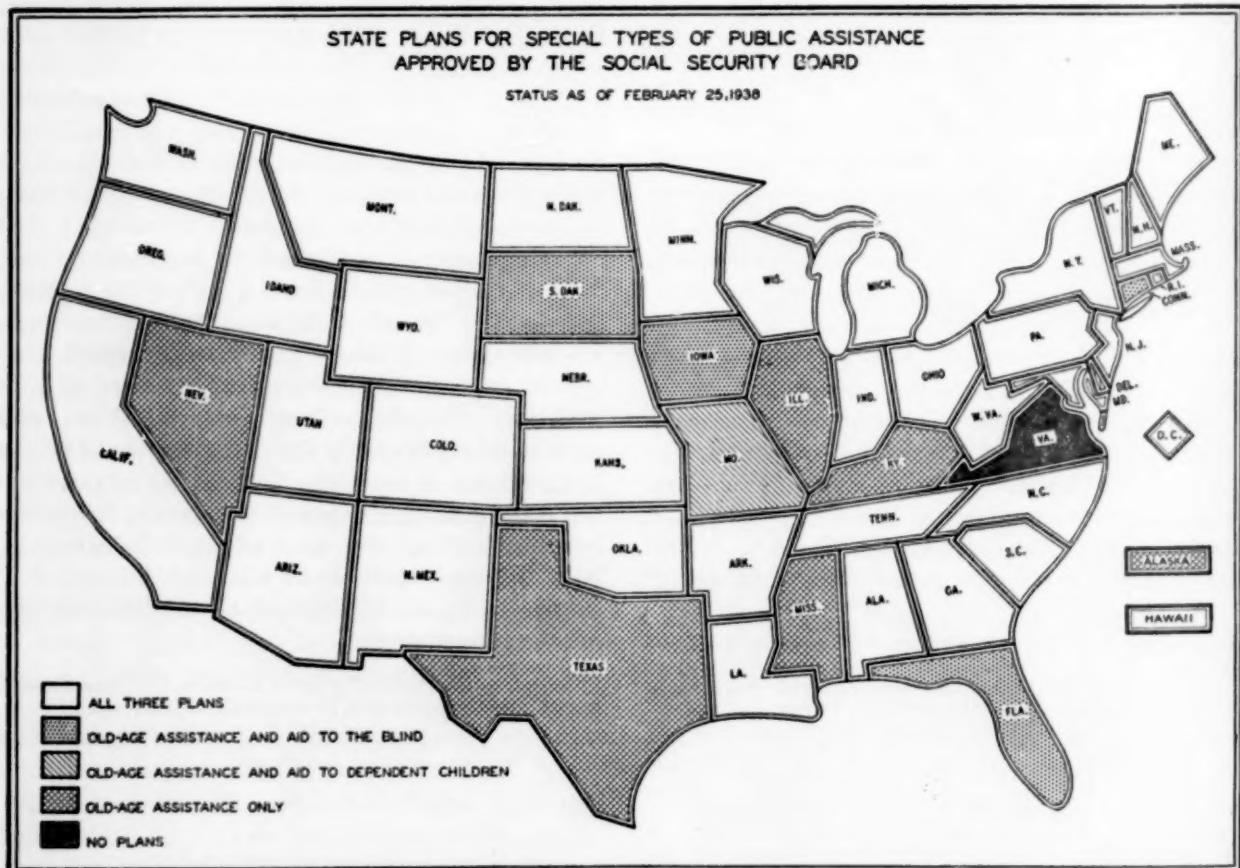
Public Assistance Under the Social Security Act

By January 1938, after 24 months of Federal, State, and local participation under the Social Security Act, programs for public assistance to the aged, to the blind, and to dependent children had become well-established in a large majority of the States. As shown in the map below, in January, 35 States, the District of Columbia, and the Territory of Hawaii had plans approved by the Social Security Board for all the special types of public assistance, namely, old-age assistance, aid to dependent children, and aid to the blind. In seven States two plans had been approved by the Social Security Board, and in five States and Alaska the plan for old-age assistance was the only plan being administered under the Social Security Act. There was only one State, Virginia, which did not have at least one plan for public assistance approved by the Social Security Board.

This State, however, has been making investigations preparatory to passing legislation which would enable it to participate in the public-assistance programs under the act.

The States have been most prompt to enact legislation to give assistance to those in their population who are 65 years of age and over. Of the 50 jurisdictions administering the three special types of public assistance under the Social Security Act for January 1938, all had old-age assistance programs, while only 40 had programs for aid to dependent children and aid to the blind approved by the Social Security Board. Moreover, the 50 jurisdictions which had plans for old-age assistance approved by the Social Security Board for January were all administering Federal funds as early as August 1937.

This comparative promptness in enacting old-age assistance legislation possibly may be explained by one or more of several circumstances. The dependent aged have always represented a



large proportion of that part of the population which is in need of public or private assistance. Prior to the depression, many of the aged were cared for by their children. During and since the depression, the care of the dependent aged has become more and more a public responsibility since many children, because of reduced economic circumstances, are no longer able to support their parents. The demand which the support of these people has made on the already insufficient funds available for public relief has been a heavy one.

Added to this fact, that the aged represent an increasingly large part of the dependent groups, is the fact that they are, for the most part, unemployable and cannot, therefore, be aided through employment programs. It is only natural, therefore, that States should welcome a program by which part of the large cost of the care of this dependent group is met with Federal funds.

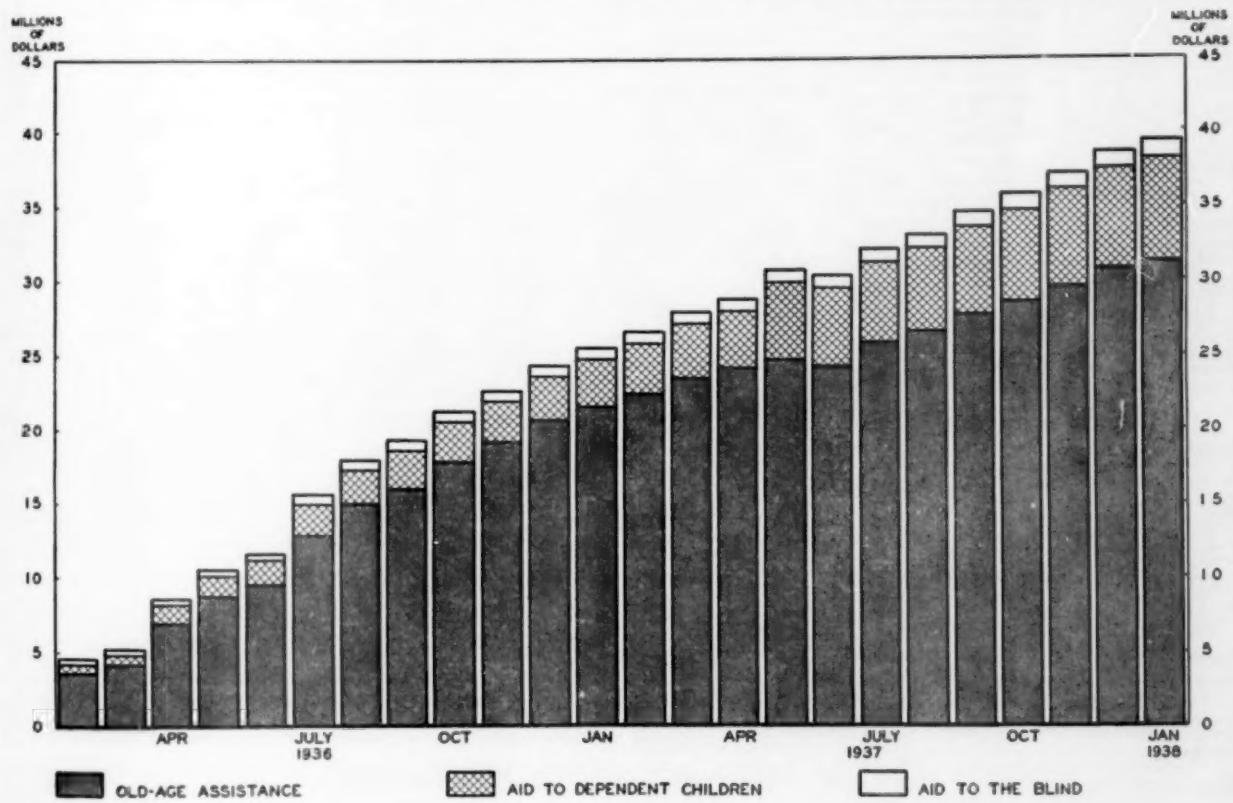
In the 50 jurisdictions with plans approved by the Social Security Board the total amount of obligations incurred for payments to recipients of public assistance for January 1938 was \$39,516,374. (See table 5.) Of this total, \$31,367,388 was in-

curred for payments to 1,608,780 recipients of old-age assistance, \$7,004,022, for payments in behalf of 542,287 dependent children in 218,499 families, and \$1,144,964 for payments to 44,836 recipients of aid to the blind.

Of the more than \$39.5 million expended from Federal, State, and local funds for assistance to recipients of public assistance for January 1938, it is estimated that approximately \$18.5 million, not including the amount expended for administration, was expended from Federal funds. States may claim Federal funds only for cash payments made directly to the recipient. Payments to persons entitled to assistance under the State law but not under the Social Security Act, assistance in kind, and State or local payments to persons other than the recipient for services to the recipient, such as the visit of a physician, may not be matched from Federal funds. Such payments¹ amounted to only \$266,000 for all three programs for January, less than 1 percent of the total.

¹ In addition, certain irregular payments may be disallowed after Federal audit, but such disallowances result from errors in payments, not from a State policy which differs fundamentally from the Federal law. The figures published also include amounts paid to individuals in excess of the amounts which the States can claim from Federal funds under the Social Security Act.

Chart IV.—Public assistance under the Social Security Act, by months, February 1936—January 1938



The aged and blind persons reported as recipients are individuals whose applications were approved formally for the specific type of assistance. The number is less than the number of persons eligible for and receiving old-age assistance or aid to the blind because in certain States a grant covers the needs of two or more persons. The number of children reported does not represent the total number of children in the families but only those children who have been approved formally for aid to dependent children.

Old-Age Assistance

In the 50 jurisdictions with plans for old-age assistance approved by the Social Security Board, approximately 1.6 million persons received old-age assistance for January amounting to more than \$31 million. (See table 6.) In the 50 jurisdictions reporting payments for both months, the number of recipients had increased 1.7 percent from December 1937 and the amount of obliga-

tions incurred for payments to recipients, 1.8 percent.

A comparison of the 41 jurisdictions reporting payments for January 1938 and for the same month a year ago shows a 31.8 percent increase in the number of recipients and a 39.1 percent rise in obligations incurred for payments to recipients. Although Maine reported payments for January in both 1937 and 1938, it has not been included in this comparison, because January 1938 was only the second month for which payments for old-age assistance had been made in that State under the revised plan which was approved by the Social Security Board in December 1937. The figures for this State for January 1938, therefore, are those of a program in its initial stages, while the figures for January 1937 represent those for the eighth month for which payments were made under another plan under the Social Security Act.

As may be seen from table 6, the average amount of payment per recipient in the 50 jurisdictions

Table 5.—Number of recipients and amount of obligations incurred for payments to recipients of public assistance in States with plans approved by the Social Security Board, February 1936—January 1938

[Data reported by State agencies, corrected to Feb. 25, 1938]

Year and month	Public assistance under the Social Security Act						
	Old-age assistance	Recipients		Obligations incurred for payments to recipients			
		Aid to dependent children	Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind
Total for 1936 (11 months)				\$163,161,102	\$13,229,387	\$21,258,040	\$5,969,675
February	247,421	26,670	68,915	12,054	4,644,994	3,753,290	604,962
March	294,137	27,447	70,301	13,103	5,292,753	4,335,877	641,182
April	471,189	56,898	144,413	16,374	8,792,806	7,076,315	1,331,365
May	563,393	61,170	154,600	16,646	10,778,233	8,982,300	1,396,808
June	603,855	70,026	177,466	17,570	11,707,192	9,650,733	1,633,041
July	785,873	89,135	235,784	26,503	15,784,739	13,037,502	2,100,582
August	841,421	83,974	218,273	26,903	18,070,716	15,076,303	2,330,851
September	860,106	91,693	238,708	27,482	19,354,807	16,655,655	2,615,864
October	971,288	104,845	269,107	27,985	21,422,574	17,955,548	2,762,125
November	1,032,697	107,094	273,751	28,461	22,856,291	19,292,370	2,841,059
December	1,103,945	109,527	279,898	28,971	24,455,997	20,717,494	3,000,201
Total for 1937				383,335,509	310,863,746	61,475,959	10,995,864
January	1,148,330	117,560	299,366	29,419	25,691,752	21,609,598	3,331,728
February	1,199,825	122,254	310,108	30,120	26,786,305	22,519,643	3,499,489
March	1,256,171	128,497	324,917	30,903	28,122,603	23,589,553	3,745,290
April	1,295,219	134,806	340,999	31,594	29,021,403	24,331,523	3,893,887
May	1,326,575	167,130	416,589	33,734	30,794,716	24,723,065	5,224,294
June	1,291,452	171,526	427,689	35,045	30,565,164	24,429,231	5,260,674
July	1,397,015	175,101	431,814	37,254	32,201,447	25,880,039	5,400,201
August	1,437,389	183,037	453,054	38,647	33,240,133	26,662,936	5,628,020
September	1,470,574	193,912	481,580	40,166	34,570,705	27,894,994	5,941,470
October	1,507,964	199,693	496,237	41,232	35,994,179	28,702,509	6,204,296
November	1,546,980	204,731	509,193	42,603	37,363,200	29,725,980	6,547,543
December	1,582,449	211,982	527,073	43,785	38,713,903	30,794,675	6,709,058
January 1938	1,608,780	218,499	542,287	44,836	39,516,374	31,367,388	7,004,022
							1,144,984

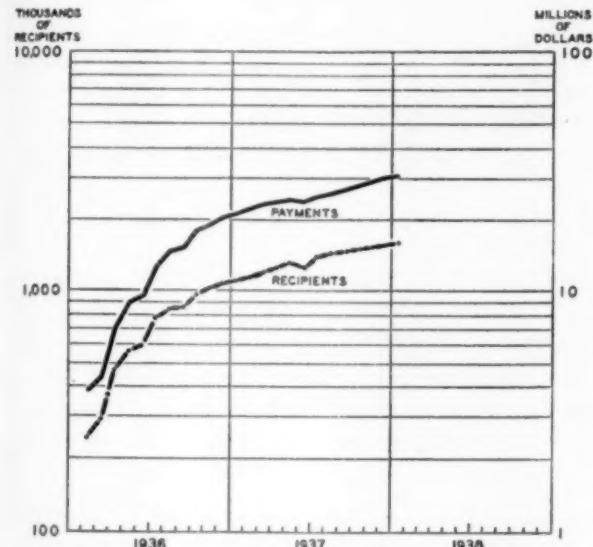
¹ Includes the 3 special types of public assistance in all States and Territories and the District of Columbia with plans approved by the Social Security Board. Figures include relatively small numbers of cases eligible under State laws for whom no Federal funds may be expended and amounts of payments to individuals in excess of amounts which can be matched from Federal funds. The first Federal funds were made available to the States for February 1938. No figures are included in any month for any State not administering Federal funds.

² Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. Prior to July 1937, obligations incurred for assistance in kind and for payments to persons other than recipients for services to recipients are excluded.

reporting payments for January 1938 was \$19.50. The averages for individual States, however, ranged from \$4.53 in Mississippi to \$39.60 in Colorado.

In Colorado, which made the highest average payment for the month, the State law includes a provision for bonus payments to recipients at the end of the calendar year. These payments are made from the balance on December 31 of the year's appropriation for old-age assistance after the regular monthly assistance payments to recipients over the 12 months' period have been made. This balance is distributed equally among the formally approved recipients of old-age assistance. The amount distributed at the end of the calendar year 1937 was \$966,507. The payment

Chart V.—Old-age assistance under the Social Security Act, February 1936-January 1938 (semilogarithmic scale)



of this bonus means that some recipients were paid as much as \$69 in January, the sum of the amount of bonus paid in January and assistance paid for January.

In the majority of the States reporting payments for January in both 1937 and 1938, the number of recipients and the amount of obligations incurred for payments to recipients had increased over the year's period.

In two States, Delaware and Mississippi, however, the figures for January 1938 represent a sizable decrease. It is of interest to note that in both of these States the programs decreased also from December 1937 to January 1938. From

January 1937, and from December 1937 to January 1938, the number of recipients had decreased more than the amount of payments. Therefore, although the programs as a whole have been decreasing, there has been a tendency toward slightly larger grants. Both Delaware and Mississippi have been administering old-age assistance under the Social Security Act since February 1936. These programs, therefore, have long since passed the period of initial growth.

Chart VI.—Recipients of old-age assistance per 1,000 population 65 years of age and over in States with plans approved by the Social Security Board, January 1938†

	NUMBER PER 1,000 AGED POPULATION	0	100	200	300	400	500
49 STATES	206						
OKLAHOMA	587						
UTAH	485						
COLORADO	447						
TEXAS	399						
MONTANA	394						
SOUTH DAKOTA	341						
IDAHO	327						
MINNESOTA	326						
ARIZONA	316						
WASHINGTON	296						
LOUISIANA	291						
WYOMING	291						
FLORIDA	275						
NEBRASKA	267						
NEVADA	262						
MISSOURI † †	246						
ILLINOIS	245						
NEW MEXICO	235						
MICHIGAN	233						
WEST VIRGINIA	228						
CALIFORNIA	222						
OHIO	218						
SOUTH CAROLINA	213						
IOWA	209						
NORTH DAKOTA	204						
ARKANSAS	203						
MASSACHUSETTS	202						
KENTUCKY	188						
MISSISSIPPI	187						
OREGON	181						
ALASKA	178						
WISCONSIN	177						
GEORGIA	175						
PENNSYLVANIA † †	156						
NORTH CAROLINA	154						
MARYLAND	151						
INDIANA † †	146						
VERMONT	140						
DELAWARE	135						
NEW YORK	132						
ALABAMA	131						
RHODE ISLAND	130						
CONNECTICUT	123						
KANSAS	104						
NEW JERSEY	103						
TENNESSEE	103						
D.C.	74						
NEW HAMPSHIRE † †	71						
MAINE	8						

† ESTIMATED AS OF JANUARY 1, 1938.

† † MINIMUM AGE UNDER STATE PLAN 70 YEARS BUT RATE BASED ON POPULATION 65 YEARS OF AGE AND OVER.

Table 6.—Old-age assistance in States with plans approved by the Social Security Board, January 1938

[Data reported by State agencies, corrected to Feb. 25, 1938]

State	Old-age assistance for January 1938								Number of recipients per 1,000 estimated population 65 and over ¹	
	Number of recipients	Amount of obligations incurred for payments to recipients for the month ²	Average per recipient	Percentage increase (+) or decrease (-)						
				From December 1937		From January 1937				
Total	1,608,780	\$31,367,388	\$19.50	³ +1.7	³ +1.8	⁴ +31.8	⁴ +39.1	⁴ 200		
1. Alabama	14,205	155,544	10.95	+1.7	+0.6	+32.9	+39.0	131		
2. Alaska	713	20,355	28.55	+3.6	+3.4	(⁵)	(⁵)	175		
3. Arizona	7,573	135,888	25.29	+5.0	+5.4	(⁵)	(⁵)	318		
4. Arkansas	19,523	178,800	9.16	+0.2	+0.3	+27.5	+29.2	308		
5. California	100,534	3,326,191	32.99	+3.0	+2.5	+53.3	+60.6	222		
6. Colorado	34,718	1,374,772	39.60	+1.4	+1.3	+28.1	+33.4	19447		
7. Connecticut	14,275	372,889	26.12	+1.0	+0.3	+16.9	+18.4	123		
8. Delaware	2,537	30,696	10.82	-1.8	-1.7	-5.8	-4.6	135		
9. District of Columbia	3,028	76,108	25.13	+3.3	+3.9	+88.8	+87.2	74		
10. Florida	25,478	398,147	15.63	+11.3	+9.2	+207.6	+343.1	275		
11. Georgia	22,989	232,961	9.71	+7.6	+6.7	(⁵)	(⁵)	175		
12. Hawaii	11,575	11,217,764	11.82	+11.5	+11.4	+165.2	+219.0	(17)		
13. Idaho	8,345	178,046	21.59	+1.5	+1.1	+2.9	-4.6	227		
14. Illinois	121,548	2,069,044	17.02	-0.3	+0.4	+14.2	+24.0	245		
15. Indiana	41,941	673,593	16.06	+0.1	+0.5	+18.4	+29.9	11146		
16. Iowa	45,440	898,803	19.78	+2.3	+2.1	+51.6	+103.4	309		
17. Kansas	15,331	289,771	18.90	+13.1	+15.4	(⁵)	(⁵)	104		
18. Kentucky	34,120	326,095	9.56	-2.6	-5.2	+121.0	+110.6	150		
19. Louisiana	24,467	243,462	9.95	+1.4	+1.6	+77.8	+43.5	291		
20. Maine	566	12,408	21.92	(¹⁰)	(¹⁰)	(¹⁰)	(¹⁰)	8		
21. Maryland	16,414	287,600	17.53	+1.0	+1.4	+28.0	+32.5	151		
22. Massachusetts	65,900	1,832,405	27.80	+1.6	+1.1	+28.1	+35.0	205		
23. Michigan	66,759	1,206,238	18.97	+5.4	+5.4	+99.3	+128.3	223		
24. Minnesota	62,832	1,238,762	19.72	+0.1	+0.3	+10.5	+15.2	230		
25. Mississippi	15,403	69,851	4.53	-1.1	-0.8	-13.3	-2.5	157		
26. Missouri	76,161	1,062,917	13.96	-0.3	+1.9	+30.3	+66.4	13246		
27. Montana	11,671	238,284	20.42	+2.2	+2.1	+34.3	+34.5	394		
28. Nebraska	25,909	458,967	16.94	+0.6	+2.2	+3.2	-0.8	267		
29. Nevada	1,571	43,128	27.45	+12.5	+11.5	(⁵)	(⁵)	203		
30. New Hampshire	3,638	81,727	22.46	+1.3	+1.4	+12.6	+16.4	1371		
31. New Jersey	25,632	464,384	18.12	+1.0	+2.5	+15.4	+27.9	103		
32. New Mexico	3,816	47,738	12.51	+2.8	+4.9	+26.6	-3.7	231		
33. New York	103,901	2,491,159	24.00	+0.8	+1.5	+36.0	+46.8	132		
34. North Carolina	22,490	208,961	9.29	+7.2	+7.3	(⁵)	(⁵)	134		
35. North Dakota	7,340	123,933	16.89	+1.3	+1.9	+14.3	+21.4	308		
36. Ohio	104,619	2,414,627	23.08	(¹⁰)	-0.1	+4.9	-0.5	218		
37. Oklahoma	60,223	1,042,367	15.06	-0.2	(¹⁰)	+49.4	+57.8	587		
38. Oregon	14,823	317,634	21.43	+14.3	+14.3	+22.6	+24.2	13181		
39. Pennsylvania	95,775	2,080,618	21.72	+0.3	(¹⁰)	+41.5	+41.4	13156		
40. Rhode Island	5,859	107,899	18.41	+2.8	+3.2	+70.6	+81.1	130		
41. South Carolina	15,144	164,370	10.85	+14.2	+12.3	(⁵)	(⁵)	213		
42. South Dakota	14,285	263,152	18.45	+7.6	+8.1	+9.5	-1.8	341		
43. Tennessee	15,565	209,266	13.44	+16.2	+17.2	(⁵)	(⁵)	103		
44. Texas	112,576	1,543,706	13.71	-1.0	-0.9	+22.7	+12.4	399		
45. Utah	11,935	305,035	25.56	+3.0	+2.8	+119.8	+148.4	485		
46. Vermont	5,302	75,209	14.19	+1.7	+2.7	+35.6	+69.0	146		
47. Washington	36,379	845,261	23.23	+1.4	+3.0	+25.8	+43.2	296		
48. West Virginia	18,647	260,750	13.98	-0.1	-0.3	+125.6	+145.9	239		
49. Wisconsin	38,276	763,765	20.01	+1.2	+1.6	+10.8	+16.8	177		
50. Wyoming	2,840	60,259	21.22	-0.1	+0.1	+8.8	+11.2	291		

¹ Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. These figures include direct assistance to recipients amounting to \$31,208,018, and obligations incurred for assistance in kind and for payments to persons other than those certified or old-age assistance for rendering services to the recipient amounting to \$99,370 in 6 States. They do not include expense for hospitalization and burials.

² Estimated with the advice of the U. S. Bureau of the Census as of Jan. 1, 1938.

³ Comparison for 47 States, the District of Columbia, Alaska, and Hawaii.

⁴ Comparison for 39 States, the District of Columbia, and Hawaii reporting payments for old-age assistance under plans approved by the Social Security Board for both months. The comparison of the amount of obligations incurred excludes the amount of obligations incurred for January 1938 for assistance in kind and for payments to persons other than those certified for old-age assistance for rendering services to the recipient because these items were not included in the reports for January 1937. States not making payments for old-age assistance under plans approved by the Social Security Board for January 1937 were excluded as follows: Arizona, Georgia, Kansas, Nevada, North Carolina, South Carolina, and Tennessee; and the Territory of Alaska. Maine was excluded because figures for January 1938 are too small for comparison.

⁵ For 47 States, the District of Columbia, and Alaska, adjusted for grants covering 2 or more eligible individuals. Adjustments have been made for the following States: Alabama, Colorado, Florida, Idaho, Kentucky, Louisiana, Maine, Maryland, Michigan, Mississippi, Montana, New Hampshire, Oregon, Rhode Island, South Dakota, Utah, West Virginia, Wisconsin, and Wyoming. Hawaii was excluded because figures for January 1938 are preliminary.

⁶ Not administering old-age assistance under an approved plan for this month.

⁷ Includes \$11,600 incurred from State and local funds for payments to 435 recipients who were eligible under the State law but whose applications for old-age assistance under the State plan had not been approved.

⁸ Includes 2,261 recipients who were between the ages of 60 and 65 years.

⁹ Includes \$67,589 incurred for payments to recipients who were between the ages of 60 and 65 years. In addition, \$966,507, which is not included in this table, was incurred for State bonus payments.

¹⁰ Rate based on number of recipients 65 years and over although minimum age under State plan 60 years.

¹¹ Preliminary figures, subject to revision.

¹² Not computed because figures for January 1938 are preliminary and subject to revision.

¹³ Minimum age under State plan 70 years, but rate based on population 65 years of age and over.

¹⁴ Not computed because figures for December 1937 are too small for comparison.

¹⁵ Not computed because figures for January 1938 are too small for comparison.

¹⁶ Less than 1/2 of 1 percent.

Of the more than \$31.4 million paid to recipients of old-age assistance for January 1938, about \$199,000 cannot be matched in any part by Federal funds. Of this amount which was incurred from State and local funds only, \$99,000 was incurred in six States for assistance in kind and for payments to persons other than the recipient for services to the recipient; \$88,000 was incurred in Colorado for payments to persons 60 to 65 years of age; and \$12,000 was incurred in Arizona for payments to persons who were eligible under the State law but whose applications for old-age assistance under the Social Security Act had not been approved.

In 47 States, the District of Columbia, and Alaska which reported completely for January 1938, the number of recipients per 1,000 estimated population 65 years of age and over was 206. (See chart VI.) This means that approximately 21 aged persons of every 100 persons 65 and over received old-age assistance for January. This number, as explained in footnote 5, table 6, has been adjusted for 20 States for grants covering two or more eligible individuals. In these States, some grants which have been made to the recipients whose applications for old-age assistance were approved formally, were made to cover the needs of spouses who were living in the same household as the recipients and who were also eligible for old-age assistance.

As may be seen from chart VI, in individual States, the number of recipients per 1,000 estimated population aged 65 and over ranged from 8 per 1,000 in Maine to 587 in Oklahoma.

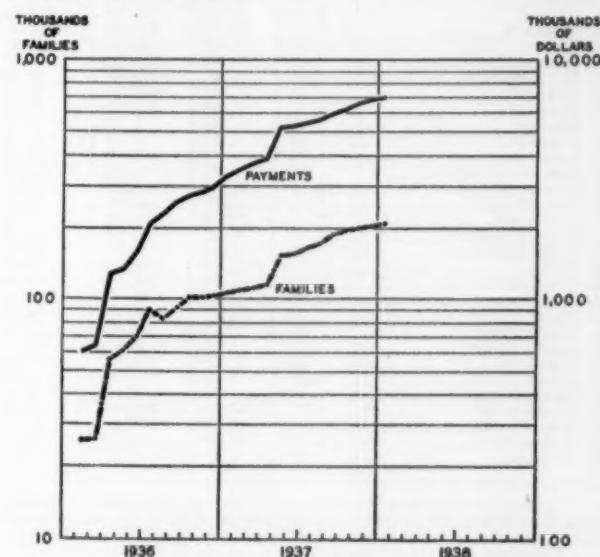
Aid to Dependent Children

In 218,000 families in 38 States, the District of Columbia, and Hawaii, 542,000 children received aid to dependent children for January amounting to more than \$7 million. (See table 7.) In 37 States, the District of Columbia, and Hawaii, making payments for both December and January, the figures for January represent an increase over December 1937 of 3.0 percent in the number of families, 2.8 percent in the number of children, and 3.0 percent in the amount of obligations incurred for payments to recipients. In 27 States and the District of Columbia which reported payments for January in 1937 and 1938, the number of families had increased 38.3 percent, the number of children 35.6 percent, and the amount

of obligations incurred for payments to recipients 48.6 percent.

The average payment per family for January in the 40 jurisdictions was \$32.06. In individual States, however, the average ranged from \$10.45 in Arkansas to \$61.18 in Massachusetts. This wide range in the average payment per family is partially explained by the variation in the number of persons in the family whose needs are considered when the grant is made. In certain States grants are made on a family-budget basis. That is, when the grant is made there is taken into consideration the needs of others in the family besides the dependent children in behalf of whom aid is formally granted. In other States, when the grant

Chart VII.—Aid to dependent children under the Social Security Act, February 1936—January 1938 (semi-logarithmic scale)



is made, only the needs of the dependent children for whom aid is formally granted are considered.

In only two States, Vermont and Wyoming, had the number of recipients, both families and children, and the amount of payments to recipients decreased over the year's period from January 1937 to January 1938. In both of these States, also, there was a decrease in the programs from December 1937 to January 1938. Both Vermont and Wyoming were among the first States to administer aid to dependent children under the Social Security Act. Such decreases, therefore, are not surprising in programs which have passed the period of initial growth and are in the process of stabilization.

Table 7.—*Aid to dependent children in States with plans approved by the Social Security Board, January 1938*

[Data reported by State agencies, corrected to Feb. 25, 1938]

State	Aid to dependent children for January 1938										Number of recipients per 1,000 estimated population under 16			
	Number of recipients		Amount of obligations incurred for payments to recipients for the month ¹	Average per family	Percentage increase (+) or decrease (-)									
	Families	Children			From December 1937			From January 1937						
					Families	Children	In amount of obligations	Families	Children	In amount of obligations				
Total	218,499	542,287	\$7,004,022	\$32.06	+3.0	+2.8	+3.0	+38.3	+35.6	+48.6	\$19			
1. Alabama	5,208	15,423	69,427	13.33	+1.7	+1.8	+2.1	-2.9	-3.0	+16.5	15			
2. Arizona	1,442	4,227	46,218	32.05	+2.0	+1.0	+2.8	+31.7	+29.9	+47.3	33			
3. Arkansas	4,861	12,804	50,798	10.45	+0.1	-2.8	+0.6	+11.7	+6.0	+12.8	19			
4. California	11,002	27,236	403,194	36.65	+1.0	+0.7	+2.5	+22.0	+27.7	+35.5	20			
5. Colorado	3,353	8,819	103,811	30.96	+1.8	+2.2	+2.4	+25.1	+23.8	+25.7	30			
6. Delaware	457	1,061	14,481	31.69	-0.4	-1.2	+0.4	+14.8	+8.9	+23.6	16			
7. District of Columbia	1,262	3,743	62,613	49.61	+2.4	+2.3	+6.9	-1.0	+4.6	-4.4	12			
8. Georgia	3,187	9,008	70,563	22.14	+8.8	+8.8	+7.5	(?)	(?)	(?)	9			
9. Hawaii	909	3,102	36,523	\$40.18	(?)	(?)	(?)	(?)	(?)	(?)	(?)			
10. Idaho	2,351	5,554	60,679	23.81	+1.8	+1.4	+1.8	+15.2	+13.2	+15.5	26			
11. Indiana	12,088	26,344	340,772	28.19	+4.0	+3.6	+3.7	+327.1	+248.2	+294.4	29			
12. Kansas	3,259	8,086	94,204	28.90	+19.9	+16.7	+22.3	(?)	(?)	(?)	11			
13. Louisiana	8,124	23,536	169,067	20.81	+3.4	+3.4	+3.2	+45.2	+40.5	+29.3	34			
14. Maine	1,298	3,470	48,634	37.47	+1.5	+1.9	+2.3	+1.6	+0.5	+3.8	13			
15. Maryland	6,579	18,577	211,247	32.11	+3.6	+3.1	+3.5	+28.1	+27.5	+32.4	41			
16. Massachusetts	7,504	18,984	459,078	61.18	+2.0	+1.6	+2.0	+17.3	+37.2	+53.1	37			
17. Michigan	12,104	28,094	463,914	38.33	+4.8	+3.8	+2.7	+28.9	+26.5	+41.0	23			
18. Minnesota	4,730	12,258	162,710	34.40	+5.5	+5.2	+6.8	(?)	(?)	(?)	17			
19. Missouri	98	314	3,350	34.19	(16)	(16)	(16)	(?)	(?)	(?)	(11)			
20. Montana	1,728	4,125	48,295	27.95	+7.2	+6.9	+7.2	(?)	(?)	(?)	27			
21. Nebraska	4,053	9,563	105,511	26.03	+2.5	+1.8	+4.7	+31.2	+27.6	+29.6	25			
22. New Hampshire	361	1,006	13,621	37.73	+1.1	+0.8	+1.3	+5.9	+3.4	+10.4	8			
23. New Jersey	10,946	24,589	318,502	29.10	+0.7	+0.5	-2.2	+3.1	+1.9	+7.2	22			
24. New Mexico	1,370	4,027	34,811	23.41	+3.7	+3.2	+3.7	+65.2	+68.4	+30.0	27			
25. New York	26,773	55,548	1,276,341	47.67	+1.2	+0.9	+2.5	(?)	(?)	(?)	18			
26. North Carolina	4,549	13,441	72,399	15.92	+12.2	+11.3	+12.4	(?)	(?)	(?)	16			
27. North Dakota	432	1,424	14,978	34.67	+54.3	(?)	+50.8	(?)	(?)	(?)	(?)			
28. Ohio	10,588	28,353	398,719	37.66	+1.3	+1.1	+2.1	+9.9	+12.1	+42.5	15			
29. Oklahoma	14,376	33,470	228,717	15.91	+2.3	+2.6	+2.5	+51.0	+45.4	+214.1	41			
30. Oregon	1,047	2,387	36,805	35.24	+3.7	+3.3	+4.8	(?)	(?)	(?)	10			
31. Pennsylvania	17,298	43,625	601,121	34.75	+1.8	+1.4	+1.5	+71.9	+66.8	+70.6	15			
32. Rhode Island	854	2,407	43,195	50.58	-0.2	-1.5	-1.8	+39.3	+23.3	+32.4	13			
33. South Carolina	1,975	5,925	40,044	20.28	+21.8	+21.5	+20.5	(?)	(?)	(?)	8			
34. Tennessee	7,235	20,758	134,119	18.54	+8.1	+8.2	+9.1	(?)	(?)	(?)	22			
35. Utah	2,559	6,254	87,176	34.07	+1.7	+1.6	+2.8	+39.5	+30.2	+47.0	16			
36. Vermont	328	743	6,169	18.81	-2.4	-1.2	-1.6	-8.4	-4.7	-9.8	7			
37. Washington	6,457	13,816	190,604	29.52	(16)	(16)	-0.4	+15.7	+11.7	+19.6	33			
38. West Virginia	5,430	16,008	117,180	21.58	+2.6	+2.7	+2.5	(16)	(16)	(16)	25			
39. Wisconsin	9,727	22,702	346,493	35.62	+1.4	+1.7	+2.7	+11.6	+12.0	+24.0	28			
40. Wyoming	597	1,476	17,840	29.88	-1.0	-2.0	-2.0	-3.4	-4.9	-2.5	22			

¹ Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. These figures include direct assistance to recipients amounting to \$6,941,072 and obligations incurred for assistance in kind and for payments to persons other than those certified for aid to dependent children for rendering services to the recipient amounting to \$62,950 in 7 States. They do not include expense for hospitalization and burials.

² Estimated with the advice of the U. S. Bureau of the Census as of Jan. 1, 1938.

³ Comparison for 37 States, the District of Columbia, and Hawaii reporting payments for both months under an approved plan; excludes Missouri.

⁴ Comparison for 27 States and the District of Columbia reporting payments under plans approved by the Social Security Board for both months. The comparison of amount of obligations incurred excludes obligations incurred for January 1938 for assistance in kind and for payments to persons other than those certified for aid to dependent children for rendering services to the recipient because these items were not included in the reports for January 1937. States not making payments for aid to dependent children under plans approved by the Social Security Board for January 1937 were excluded as follows: Georgia, Kansas, Minnesota, Missouri, Montana, New York, North Carolina, North Dakota, Oregon, South Carolina, and Tennessee; and the Territory of Hawaii.

⁵ For 37 States and the District of Columbia; excludes Hawaii and North Dakota.

⁶ Maximum age under State law over 16 years, but rate based on population under 16 years of age.

⁷ Not administering aid to dependent children under an approved plan for this month.

⁸ Preliminary figures subject to revision.

⁹ Not computed because figures for January 1938 are preliminary, subject to revision.

¹⁰ Federal funds available, but no payments made for aid to dependent children for December 1937.

¹¹ Less than 1 recipient per 1,000 estimated population under 16.

¹² Includes 1,640 recipients 16 to 18 years of age.

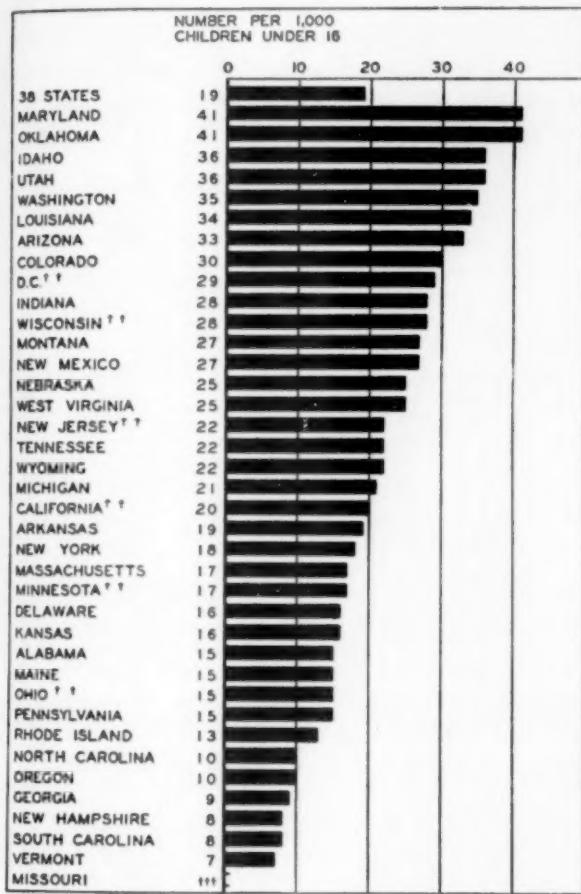
¹³ Maximum age under State plan over 16 years, but rate based on number of recipients and population under 16.

¹⁴ Less than $\frac{1}{2}$ of 1 percent.

¹⁵ Figures for January 1937 too small for comparison.

Of the more than \$7 million expended for aid to dependent children in the 40 States making payments under the Social Security Act for January 1938, \$63,000 can be matched in no part by Federal funds. This amount was expended for assistance in kind and for payments to persons other than the recipient for services to the recipient.

Chart VIII.—Recipients of aid to dependent children per 1,000 population under 16 years of age in States with plans approved by the Social Security Board, January 1938†



† ESTIMATED AS OF JANUARY 1938.

†† MAXIMUM AGE UNDER STATE LAW OVER 16 YEARS BUT RATE BASED ON POPULATION UNDER 16 YEARS OF AGE.

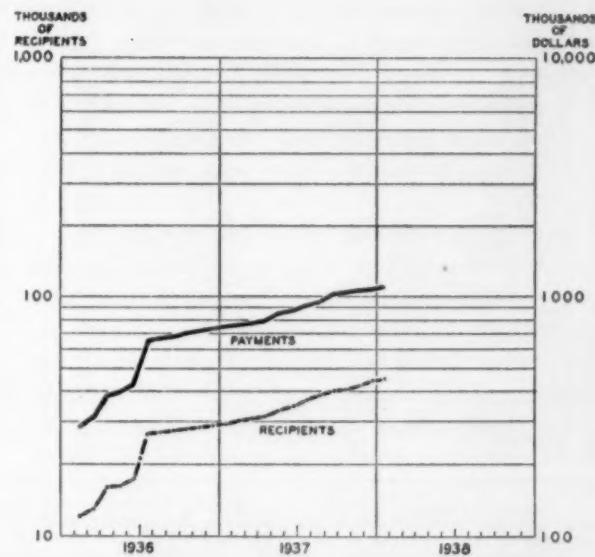
†† LESS THAN ONE.

From chart VIII it will be noted that in the 37 States and the District of Columbia which made payments and which reported completely for January, there were 19 children under 16 years of age per 1,000 estimated population under 16 who received aid. The range for individual States, however, was from 7 per 1,000 in Vermont to 41 per 1,000 in Maryland and Oklahoma. Missouri has been excluded because the rate is less than 1 per 1,000.

Aid to the Blind

In January 1938, 39 States, the District of Columbia, and Hawaii had plans for aid to the blind approved by the Social Security Board. Only 36 States, the District of Columbia, and Hawaii, however, made payments for aid to the blind for January. In Montana, although Federal funds were available as of January 1, 1938, no payments were made. Connecticut, which has an approved plan for aid to the blind, has not requested Federal funds since June 30, 1936. In South Dakota, although a plan had been approved, Federal funds were not available until February 1, 1938.

Chart IX.—Aid to the blind under the Social Security Act, February 1936—January 1938 (semilogarithmic scale)



In the States making payments for aid to the blind from Federal, State, and local funds, 44,800 recipients received more than \$1.1 million in aid for January. (See table 8.) These figures represent an increase from December 1937 of 2.4 percent in the number of recipients and 2.2 percent in the amount of obligations incurred.

In 24 States and the District of Columbia reporting payments for January in both 1937 and 1938, the number of recipients had increased 15.9 percent from January to January, and the amount of payments, 27.7 percent.

In several States, although the number of recipients had decreased, the amount of payments to recipients represented a considerable increase over the year's period. This was the result of

Table 8.—*Aid to the blind in States with plans approved by the Social Security Board, January 1938*

[Data reported by State agencies, corrected to Feb. 25, 1938]

State	Aid to the blind for January 1938								Number of recipients per 100,000 estimated population ¹	
	Number of recipients	Amount of obligations incurred for payments to recipients for the month ²	Average per recipient	Percentage increase (+) or decrease (-)						
				From December 1937		From January 1937				
				In number of recipients	In amount of obligations	In number of recipients	In amount of obligations			
Total³	44,836	\$1,144,964	\$25.54	+2.4	+2.2	+15.9	+27.7	44		
1. Alabama	373	3,649	9.78	+6.6	+4.5	(?)	(?)	11		
2. Arizona	259	6,161	23.79	-1.9	(?)	+50.6	+75.9	62		
3. Arkansas	685	6,237	9.11	-2.0	-2.1	+18.6	+16.0	33		
4. California	5,324	255,848	48.06	+1.7	+1.7	+17.2	+59.2	86		
5. Colorado	573	15,950	27.84	-1.0	-2.4	-10.9	-6.2	22		
6. District of Columbia	186	4,888	26.28	+2.8	+3.4	+73.8	+87.5	29		
7. Florida	141	* 1,593	11.30	(16)	(16)	(?)	(?)	9		
8. Georgia	709	9,682	12.12	+5.7	+5.9	(?)	(?)	26		
9. Hawaii	11 39	11 586	11 15.02	(16)	(16)	(?)	(?)	(19)		
10. Idaho	282	6,403	22.71	+0.4	+0.5	+6.8	+4.4	47		
11. Indiana	2,247	42,103	18.74	+1.5	+2.1	+53.5	+61.6	64		
12. Iowa	386	2,197	23.83	+208.8	+209.6	(?)	(?)	15		
13. Kansas	512	10,778	21.05	+22.8	+26.0	(?)	(?)	22		
14. Louisiana	562	7,176	12.77	+3.1	+3.5	(?)	(?)	28		
15. Maine	1,123	24,450	21.77	+0.2	+0.3	-2.2	+14.0	130		
16. Maryland	555	11,494	20.71	-4.0	-2.0	-4.1	+6.5	23		
17. Massachusetts	1,005	19,999	19.90	+0.8	+1.6	+4.5	+24.0	22		
18. Michigan	540	13,987	25.90	-2.0	-2.4	+25.0	+35.5	11		
19. Minnesota	496	9,709	19.57	+2.0	+6.0	(?)	(?)	19		
20. Montana	10 0	10 0	(16)	(16)	(16)	(?)	(?)	6		
21. Nebraska	555	11,062	19.91	+0.7	+2.6	+9.0	+13.0	41		
22. New Hampshire	295	6,091	20.65	+0.7	+1.4	+8.0	+14.6	57		
23. New Jersey	539	11,960	22.19	-1.5	-1.4	+15.4	+21.7	12		
24. New Mexico	202	3,193	15.81	+1.5	+1.6	+35.6	+19.6	68		
25. New York	2,340	53,531	22.88	+2.7	+3.0	(?)	(?)	21		
26. North Carolina	1,829	25,911	14.17	+0.4	+1.2	(?)	(?)	32		
27. North Dakota	91	1,622	17.82	+4.6	+6.2	(16)	(16)	13		
28. Ohio	3,756	70,579	18.79	-0.1	-0.2	+4.9	+16.5	36		
29. Oklahoma	2,034	34,204	16.82	+2.6	+3.1	(?)	(?)	79		
30. Oregon	421	10,546	25.05	+0.2	+1.1	+24.2	+27.8	41		
31. Pennsylvania	11,141	333,228	29.91	+1.1	+1.1	+14.4	+14.0	165		
32. South Carolina	571	7,735	13.55	+14.0	+14.4	(?)	(?)	30		
33. Tennessee	661	9,934	15.03	+10.9	+11.4	(?)	(?)	23		
34. Utah	248	6,322	25.49	(16)	-0.4	+0.4	+7.0	33		
35. Vermont	149	2,421	16.25	-1.3	-1.8	+1.4	+16.5	35		
36. Washington	1,015	34,956	34.44	+2.2	+2.1	+24.5	+30.1	61		
37. West Virginia	756	13,266	17.55	-0.3	-0.4	(16)	(16)	40		
38. Wisconsin	1,982	43,577	21.99	-0.3	-0.4	-1.7	+0.2	68		
39. Wyoming	164	4,946	30.16	-0.6	-1.3	-9.9	-16.6	70		

¹ Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. These figures include direct assistance to recipients amounting to \$1,141,493 and obligations incurred for assistance in kind and for payments to persons other than those certified for aid to the blind for rendering services to the recipient amounting to \$3,471 in 8 States. They do not include expense for hospitalization and burials.

² Estimated with the advice of the U. S. Bureau of the Census as of Jan. 1, 1938.

³ In addition, plans for aid to the blind were approved for Connecticut and South Dakota, but Federal funds were not available for January 1938.

⁴ Comparison for 35 States, the District of Columbia, and Hawaii reporting payments under an approved plan for both months; excludes Florida and Montana.

⁵ Comparison for 24 States and the District of Columbia reporting payments under plans approved by the Social Security Board for both months. The comparison of the amount of obligations incurred excludes the amount of obligations incurred for January 1938 for assistance in kind and for payments to persons other than those certified for aid to the blind for rendering services to the recipient, because these items were not included in reports for January 1937. States not making payments for aid to the blind under plans approved by the Social Security Board for January 1937 were excluded as follows: Alabama, Florida, Georgia, Iowa, Kansas, Louisiana, Minnesota, Montana, New York, North Carolina, Oklahoma, South Carolina, and Tennessee; and the Territory of Hawaii.

⁶ For 36 States and the District of Columbia; excludes Hawaii and Montana.

⁷ Not administering aid to the blind under an approved plan for this month.

⁸ Less than 1/2 of 1 percent.

⁹ Includes payments to 94 recipients amounting to \$746 from county funds only.

¹⁰ Federal funds available, but no payments made for aid to the blind for this month.

¹¹ Figures for Honolulu County only, preliminary and subject to revision.

¹² Not computed because figures for January 1938 are for Honolulu County only and are preliminary, subject to revision.

¹³ Figures for January 1937 too small for comparison.

¹⁴ No change.

the granting of larger payments to recipients on the assistance rolls. For this reason, in these States the average per recipient has increased slightly.

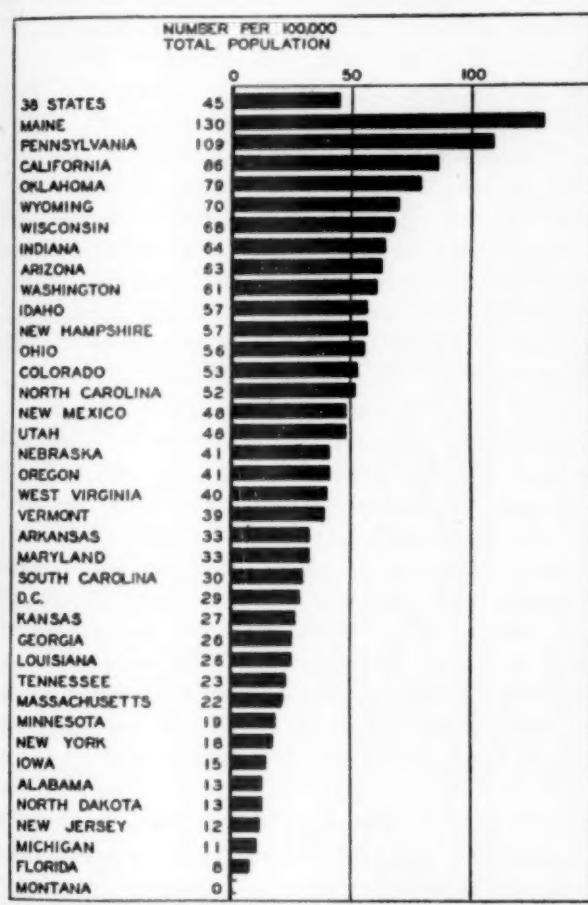
Of the total of more than \$1 million expended for direct assistance to recipients of aid to the blind for January, only \$4,200 can be matched in no part by Federal funds. Of this total, less

than \$3,500 was incurred in eight States for assistance in kind and for payments to persons other than the recipient for services to the recipient. The remaining \$700 was expended in Florida from county funds under a program not included under either the State plan or the Social Security Act.

Since there are available no reliable data or estimates on the number of blind in the population, the ratio of recipients of aid to the blind has been based on estimates of the total population. As may be seen from chart X, in the 36 States and the District of Columbia which reported completely for January, 45 blind persons out of every 100,000 of the estimated population received aid to the blind. The rate for individual States, however, ranged from 8 per 100,000 in Florida to 130 per 100,000 in Maine.

January was the first month for which Florida reported payments for aid to the blind. The low ratio between recipients and total estimated population no doubt is attributable to the fact that the program had not been in operation prior to January.

Chart X.—Recipients of aid to the blind per 100,000 total population in States with plans approved by the Social Security Board, January 1938†



† ESTIMATED AS OF JANUARY 1, 1938.

The ratio of recipients to population was not computed for Hawaii because the figures reported by that Territory were for Honolulu County only and would not, therefore, give a basis for the computation of a reliable ratio.

Special Types of Public Assistance Not Under the Social Security Act

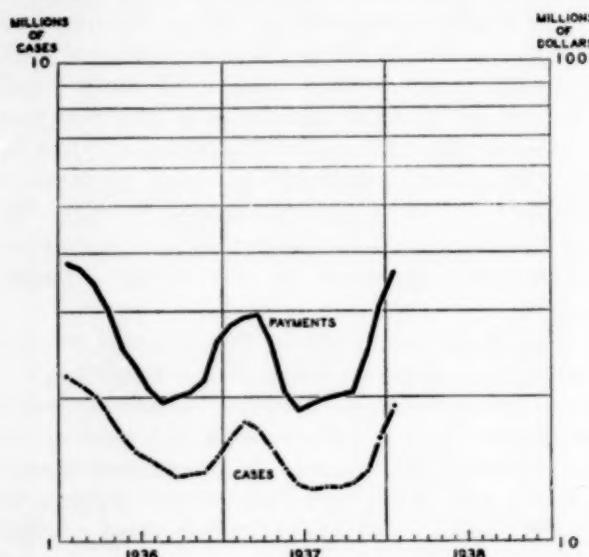
It is estimated that the amount paid to recipients of special types of public assistance from State and local funds in States not administering plans under the Social Security Act was \$724,000 for the month of January, or about 1.8 percent of the total amount of payments to recipients of such assistance in the United States. Of the amount paid without Federal participation, \$393,000 was paid to families in behalf of dependent children in eight States, and \$331,000 to blind persons in five States. All jurisdictions administering old-age assistance were administering such assistance under plans approved by the Social Security Board.

The figures published in this Bulletin on the number of recipients aided in States administering programs without Federal participation are based on reports from the States and on estimates by the Social Security Board. It is estimated that in January 1938 there were about 43,000 children in 17,000 families and about 13,000 blind persons aided under State programs without Federal participation. By January, therefore, 93 percent of all dependent children and 78 percent of all blind persons receiving these special types of assistance were aided in States administering these programs under the Social Security Act. The contrast between February 1936 and January 1938 for the percentages of the population aided under the Social Security Act and in States administering these programs from State and local funds only, gives another indication of the growth of these programs under the act. In February 1936, only 53 percent of all aged persons, 22 percent of all dependent children, and 31 percent of all blind persons receiving these special types of assistance were aided in States administering these programs under the Social Security Act.

GENERAL RELIEF

The number of cases and the amount of general relief extended to cases continued to increase sharply through January 1938. The estimated number of cases for January, 1,915,000, represents a 17-percent increase over the preceding month, and the estimated amount of obligations incurred for relief extended to cases, \$46,742,000, shows an increase of 13 percent over December 1937. (See table 9.)

Chart XI.—General relief in the continental United States, January 1936-January 1938 (semilogarithmic scale)



The addition of Maine, Tennessee, and West Virginia to those States submitting reports considered complete and adequate, raised the total of that list to 36 States. These 36 States represent 65 percent of the total population of the United States as of January 1, 1938, as estimated by the Social Security Board. These States paid 61 percent of the total estimated obligations to 66 percent of the total estimated number of cases.

The total for the 32 States which reported adequately for both December 1937 and January 1938 shows an increase of 19.5 percent in number of cases and 15.3 percent in obligations incurred. Only three States show decreases in number of cases, and in only one of the three was the decrease in excess of 5 percent. Of the six States in which a decrease in the amount of relief extended was shown, none exceeded 5 percent. The increases in the number of cases in the other 29 States

ranged from 1.5 percent in Arkansas to 78.8 percent in Michigan; 10 of these increases were 20 percent or more. Coincident with this, 26 States reported increases in obligations incurred varying from 1 percent in Arkansas to 103.7 percent in Delaware. Nine of these States increased more than 20 percent and four exceeded 30 percent.

Many of these increases are the result of normal seasonal declines in employment, especially in the Western States where the sugar-beet industry plays an important part in the employment situation during the fall and early winter months. In addition, the post-holiday lay-offs in the retail trades are responsible for the augmentation of the relief rolls in many of the urban centers.

While seasonal factors are expected to cause a decided increase during the winter months, a comparison of the data from 28 States for which comparable figures are available for January 1938 with those for the same month a year ago, indicates the presence of factors other than seasonal. There has been an increase of 24.4 percent in number of cases and 31.5 percent in amount of obligations incurred over January 1937. This enormous increase occurred in spite of the fact that eight States reported decreases of over 20 percent in number of cases and six States decreases of over 20 percent in amount of relief extended. This unusual circumstance can be partly explained by a brief study of table 9 on general relief. It will be noted that these decreases are more than balanced by increases which have been reported for the most part by the industrialized States, namely Alabama, Indiana, Michigan, and Pennsylvania. In the light of these facts, much of the responsibility for the increases in number of cases and amounts of general relief extended can be placed upon the lull in business activity, with its accompanying fall in amount of employment and pay rolls, particularly in factories.

These declines, according to a release of the Secretary of Labor, were 6.9 percent in factory employment and 12.1 percent in factory pay rolls from mid-December to mid-January, the largest declines for this period since 1921. Indexes for factory employment and pay rolls dropped 14.5 percent and 21.6 percent, respectively, under January a year ago.

Table 9.—General relief in the continental United States, January 1938

[Data reported by State agencies, corrected to Feb. 25, 1938]

State	General relief during January 1938							
	Number of cases receiving relief	Amount of obligations incurred for relief extended to cases	Average amount of relief per case	Percentage increase (+) or decrease (-)				
				From December 1937	From January 1937	In number of cases	In amount of obligations	
Total for the United States ¹	1,915,000	\$46,742,000						
Total for 36 States reporting actual data	1,262,846	28,491,472	\$22.56	+19.5	+15.3	+24.4	+31.5	
1. Alabama	3,044	25,981	8.54	+39.9	+47.7	+34.2	+42.6	
2. Arizona	2,564	40,481	15.70	+8.0	-0.4	(3)	(3)	
3. Arkansas	4,125	25,284	6.13	+1.5	+1.0	-22.9	-15.6	
4. California	114,723	3,402,111	29.66	+20.3	+22.1	+11.3	+25.0	
5. Delaware	1,994	52,079	26.12	+29.7	+103.7	+13.7	+39.1	
6. District of Columbia	2,525	65,914	26.10	-4.3	-1.3	-21.6	-22.5	
7. Florida	8,252	49,540	6.00	(3)	(3)	+5.0	+13.8	
8. Georgia	8,359	55,048	6.59	+4.1	-2.4	-46.9	-36.7	
9. Illinois	203,788	4,678,473	22.96	+11.5	+10.0	(3)	+11.5	
10. Indiana	69,022	1,075,400	15.58	+30.4	+31.2	+61.5	+89.5	
11. Iowa	40,520	771,121	19.03	+13.9	+10.8	-0.7	+3.6	
12. Kansas	20,338	291,486	14.33	+8.4	+6.6	-24.1	-30.5	
13. Louisiana	7,485	103,772	13.86	+5.2	+5.5	-2.7	-3.1	
14. Maine	14,610	342,050	23.41	(3)	(3)	(3)	(3)	
15. Maryland	8,265	187,341	22.69	+17.4	+21.1	+5.3	-4.4	
16. Massachusetts	88,077	2,538,584	28.82	+7.9	-0.3	+33.7	+44.3	
17. Michigan	117,799	2,686,876	22.81	+78.8	+60.5	+75.8	+81.1	
18. Minnesota	49,534	1,455,103	29.20	+11.3	+11.2	+19.8	+26.5	
19. Mississippi	1,192	4,256	3.57	+4.9	+6.6	(3)	(3)	
20. Missouri	58,431	526,246	9.01	+11.9	+6.3	+11.1	+18.2	
21. Nevada	965	12,181	12.62	+28.5	-9.8	-36.4	-46.7	
22. New Hampshire	10,735	308,963	28.78	+8.0	+4.9	+28.1	+41.2	
23. New Mexico	2,502	18,396	7.35	-0.2	+1.9	(3)	(3)	
24. North Dakota	10,466	171,455	16.38	+2.5	-3.9	-11.8	-8.4	
25. Oregon	14,627	226,854	15.51	+13.6	+2.8	+14.9	+5.1	
26. Pennsylvania	231,685	6,613,274	28.55	+22.6	+14.8	+39.9	+45.0	
27. South Carolina	1,428	15,406	10.79	+33.0	+24.9	-75.3	-60.6	
28. South Dakota	6,512	96,163	14.77	-5.5	+2.0	-30.8	-21.0	
29. Tennessee	5,286	36,060	6.82	(3)	(3)	(3)	(3)	
30. Utah	5,247	112,600	21.48	+16.7	+12.7	-20.5	-13.6	
31. Vermont	4,038	91,836	22.74	+19.6	+26.1	-9.8	-16.6	
32. Virginia	16,465	118,714	7.21	+8.7	+6.7	(3)	(3)	
33. Washington ²	49,420	860,110	17.40	+7.3	-0.5	+51.3	+91.7	
34. West Virginia	22,624	215,126	9.51	(3)	(3)	(3)	(3)	
35. Wisconsin	54,960	1,187,826	21.97	+21.0	+14.0	+18.3	(3)	
36. Wyoming	1,849	27,173	14.70	+24.3	+21.1	+9.2	-0.1	
Total for 13 States showing estimated figures ³	652,000	18,250,700						
1. Colorado	12,000	157,000						
2. Connecticut	23,300	620,000						
3. Idaho	2,900	45,000						
4. Kentucky	7,300	55,000						
5. Montana	6,700	94,000						
6. Nebraska	11,700	150,700						
7. New Jersey	74,300	1,905,000						
8. New York	330,000	12,450,000						
9. North Carolina	7,700	46,000						
10. Ohio	119,300	2,139,000						
11. Oklahoma	29,900	123,000						
12. Rhode Island	12,900	340,000						
13. Texas	14,000	125,000						

¹ Partly estimated.

² Percentage change computed for States for which comparable data were available for both months.

³ Comparable data for January 1937 not available.

⁴ Percentage increase shown is slightly higher than the actual percentage, because figures for January 1938 include an unknown amount of relief to transients.

⁵ Comparable data for December 1937 not available.

⁶ Figures for January 1938 have not been adjusted for retroactive grants which have been or will be made from funds for old-age assistance to applicants paid temporarily from general relief funds pending approval of their applications for old-age assistance.

⁷ Figures used in computing the percentage change for both months have not been adjusted for retroactive grants of old-age assistance, since such information for January 1938 is not yet available.

⁸ Figures estimated by the Social Security Board for all States except Connecticut, Nebraska, and Ohio, for which estimates were made by the State agencies.

Summary chart on almshouses and population of almshouses in selected States in specified years

State	Almshouses		Residents of almshouses			Source of information	
	Year and month	Number	Description of count of residents	Number of residents			
				Total	Aged		
Alabama	1936, November	26	1-day census during November 1936.	827	492 were 65 or more years of age.	<i>Alabama Social Welfare</i> , Vol. 2, No. 2, February 1937. Alabama State Department of Public Welfare, <i>First Annual Report for the Fiscal Year Ending Sept. 30, 1936</i> .	
	1935, November	61	1-day census during November 1935.	1,413	866 were 65 or more years of age.		
Arizona	1937, November	8		Unknown	Unknown	Arizona State Department of Social Security and Welfare.	
Arkansas	1937, August	33	Number on July 1, 1937.	710	406 were over 65 years of age.	<i>Arkansas Public Welfare Review</i> , Vol. 1, No. 4, October 1937.	
Colorado	1936, July	35	Number on July 1, 1936	696	Unknown	Colorado State Department of Public Welfare.	
	1937, February	21	Number during February 1937.	382	do		
Connecticut	1936, December	25	Number during December 1936.	640	do	State of Connecticut, <i>Report of the Commission to Study the Pauper Laws</i> , February 1937.	
	1935, June	25	Number during June 1935.	904	do		
Florida	1937, February	40		Unknown	do	State Board of Social Welfare, <i>Florida Social Security Survey</i> , June 1937.	
	1935, Spring	22	Daily censuses on several dates.	2,630	1,337 were 65 years of age or over.		
Georgia	1936, March	21	Number on Mar. 31, 1936.	407	305 were more than 65 years of age.	Georgia State Department of Public Welfare.	
	1938, February	35	Number in February 1938.	1,731	374 were 65 years of age or over.		
Indiana	1937, September	50		Unknown	Unknown	Indiana Board of State Charities.	
	1937, March	57		do	do		
Iowa	1934, December	92	Number on Dec. 31, 1934.	6,036	69.7 percent were over 60 years of age.	Iowa Emergency Relief Administration.	
	1937, November	97	Number on Nov. 1, 1937.	2,703	Unknown		
Kansas	1934, December	77	Average for year 1935.	2,801	do	Kansas Emergency Relief Committee, <i>A Study of Kansas Poor Farms</i> , Oct. 1, 1935.	
			Average number of residents in 1934.	1,780	62.5 percent of the total population in 1934 were 65 years of age or over.		
Maryland	1937, July	16	Number on July 1, 1937.	8,605	392 were 65 years of age or over.	Maryland Board of State Aid and Charities.	
			Number cared for during the year ended Sept. 30, 1934.	27,647	Unknown		
Michigan	1933, September	81	Number cared for during the year ended Sept. 30, 1933.	22,764	do	Michigan Department of State, <i>Annual Abstracts of Reports of Superintendents of Poor</i> .	
	1937, October	32	Number on Oct. 1, 1937.	Unknown	902 were 65 years of age or over.		
Minnesota	1936, February	44	Number on Feb. 1, 1936.	do	1,355 were 65 years of age or over.	Minnesota State Board of Control.	
	1936, December	38	Information not published.	782	Unknown		
New Hampshire	1934, June	10	Number on June 30, 1934.	1,007	36 percent of those cared for during the year were 61 years of age or over.	Works Progress Administration, <i>Survey of Social Resources of Nebraska</i> , December 1936.	
	1933, June	10	Number on June 30, 1933.	1,220	31 percent of those cared for during the year were 61 years of age or over.		
New Mexico	1937, December	0		0		New Mexico State Department of Public Welfare.	
	1937, September	62	Number on Sept. 30, 1937.	12,320	Unknown		
New York	1936, June	62	Number on June 30, 1936.	13,242	7,626 were 65 or more years of age.	New York State Department of Social Welfare, mimeographed release, Dec. 3, 1937.	
	1935, June	62	Number on June 30, 1935.	13,469	7,667 were 65 or more years of age.		
North Carolina	1937, June	85	Average daily population calculated by the State from financial reports.	3,302	Unknown	State of New York, 70th Annual Report of the New York State Board of Social Welfare.	
	1936, June	86	Average daily population calculated by the State from financial reports.	3,448	do		
North Dakota	1937, December	9	Number on Dec. 1, 1937.	340	212 were 65 years of age or over.	State of New York, 60th Annual Report of the New York State Board of Social Welfare.	
	1936, May	10	Number on May 1, 1936.	341	201 were 65 years of age or over.		
Ohio	1935, December	88	Number on Dec. 31, 1935.	9,624	Unknown	North Carolina State Board of Charities and Public Welfare, <i>Financial Reports</i> .	
	1934, December	88	Number on Dec. 31, 1934.	10,956	do		
Oklahoma	1937, July	33	Number on July 1, 1937.	685	do	North Dakota State Board of Public Welfare.	
	1936, July	36		Unknown	do		

See footnotes at end of chart.

Summary chart on almshouses and population of almshouses in selected States in specified years—Continued

State	Almshouses		Residents of almshouses			Source of information	
	Year and month	Number	Description of count of residents	Number of residents			
				Total	Aged		
Pennsylvania	1933, December	85	Number on Dec. 31, 1933	16,317	32 percent were over 70 years of age. ¹	Pennsylvania State Department of Welfare, <i>Poor Relief Administration in Pennsylvania, 1934</i> .	
South Dakota	1937, July	27	Number in July 1937	344	234 were over 65 years of age.	South Dakota State Department of Social Security.	
Tennessee		Unknown ²	Number in March 1937	Unknown	1,451 were over 65 years of age.	Tennessee Department of Institutions and Public Welfare.	
Utah	1937, November	3		do	Unknown	Utah State Department of Public Welfare.	
Washington	1934, July	24	Number on July 1, 1934	1,630	98 percent were more than 50 years of age.	Buck, Mildred, <i>Public Welfare in Washington, 1934</i> .	
West Virginia	1937, July	43	Number in July 1937	1,062	557 were 65 years of age and over.	West Virginia State Department of Public Assistance, <i>County Infirmary Inmates Survey</i> (no date).	
	1935, October	51	Number in October 1935	1,330	602 were 65 years of age and over.		
Wyoming	1937, December	19	Number in December 1937	115	Unknown	Wyoming State Department of Public Welfare.	
	1936, January	11	Number in January 1936	159	do		

¹ The population of the 4 largest almshouses, in which 34 of the total almshouse population resided in August 1937, declined from 446 on Aug. 5, 1937, to 335 on Nov. 10, 1937.

² Excludes 19 almshouses for which reports for 1937 were not submitted. Because of the difference in making the 1935 and 1937 counts, the decrease is of doubtful significance. Between the 2 years, the population of 48 homes decreased, 8 remained the same, and 22 increased.

³ Report covers 15 of the 16 almshouses in the State. The population of 8 almshouses submitting reports for 1936 and for 1937 was 325 on July 1, 1936, and 260 on July 1, 1937.

⁴ Includes only 45 almshouses.

⁵ Between January 1936 and December 1937, 3 almshouses were closed and 1 was opened.

DEFINITIONS OF PUBLIC ASSISTANCE TERMS

The primary purpose of the Social Security Board in publishing statistics of public assistance is to provide to the administrators of public assistance, at all levels of government, data which will be of value to them in administrative planning and procedure. Since this publication is designed in part to meet that need, the Social Security Board includes not only statistics on the special types of public assistance and general relief which it has collected but also data on other relief programs obtained from the Works Progress Administration, the Civilian Conservation Corps, and the Farm Security Administration.

The structure of Federal, State, and local administration of these several relief programs is complex, and terms applicable to one program are sometimes meaningless in another. However, two general measures of assistance which are the most comparable have been selected for use in this publication. These two measures are the number of cases receiving assistance and the amount of assistance extended to cases. Data from the several programs cannot be combined in order to secure a national total for the number of cases receiving assistance, not only because of the variation among programs in the meaning of the terms used to describe the number of recipients, but also because a single recipient or case may and often does receive assistance under more than one program.

Information bearing upon the question of duplication in case counts is being collected by the Social Security Board in monthly reports from certain States and in annual reports from all States administering public assistance under the Social Security Act. Estimates of the total case load based upon these reports are published each month.

Since the two measures selected for use in this publication—cases and amounts of assistance—represent units of count which vary in terminology among the several relief programs, brief definitions of the terms used for each program may assist the reader in understanding the comparative statements made in this Bulletin.

Special Types of Public Assistance Under the Social Security Act

In reporting statistics of public assistance under the Social Security Act, the Social Security Board does not refer to "cases" of public assistance but reports the number of recipients who are formally granted aid under titles of the act providing old-age assistance and aid to the blind. Each recipient may represent a family, a couple, or a single and unattached individual. Under the title providing aid to dependent children, the Social Security Board reports the number of families and the number of children in these families for whom aid is granted.

The Social Security Board reports the amounts of assistance in terms of the amount of obligations incurred for the month for payments to recipients.

Special Types of Public Assistance Not Under the Social Security Act

Reports on the number of recipients are not complete for all States for special types of public assistance administered under State laws before the Social Security Act or

not under the Federal program subsequent to its beginning. However, estimates for the number of cases and the amount of obligations incurred for such assistance have been made and are included in this Bulletin each month.

General Relief

The terminology used in previous publications of general relief statistics by the Federal Emergency Relief Administration and the Works Progress Administration is continued in this publication. The total number of cases is composed of cases of families and cases of single or unattached individuals.

To describe the amount of assistance, the phrase used is "amount of relief extended to cases." This amount is reported on the basis of obligations incurred during the month. It includes the amount of relief extended to cases in cash and the amount of relief orders or requisitions issued to cases during the calendar month. It may also include work-relief earnings during all pay-roll periods ending within the month for the States in which general relief is granted in the form of work relief.

The Works Program

Under the Works Program the number of cases receiving assistance is the "number of persons certified as in need of relief employed under the Works Program." For the National Youth Administration the number reported is the number of different individuals whose names appeared on pay rolls ending within the calendar month. For the Works Progress Administration and other Federal agencies the count is the number of persons employed during the week ending nearest the end of the month.

The amount of assistance reported for the National Youth Administration, the Works Progress Administration, and other Federal agencies represents the amount of earnings of persons certified as in need of relief whose names appeared on all pay rolls ended within the calendar month.

The Civilian Conservation Corps

For the Civilian Conservation Corps the number reported represents averages computed from reports on the number of persons enrolled on the 10th, 20th, and last of each month except for the Indian Division; for this Division, averages are computed from daily reports.

For the Civilian Conservation Corps the amounts of assistance are estimates based on an average of \$70 per month per person enrolled except for those enrolled in Puerto Rico and the Virgin Islands, for whom the average monthly amount is \$40. These averages are based upon the amount of obligations incurred for cash allowances to persons enrolled and for clothing, shelter, subsistence, and medical care of persons enrolled, and certain other items.

Emergency Subsistence Payments to Farmers

The number of cases receiving assistance is the number of emergency grant vouchers certified by the Farm Security Administration for payments to farmers during each month. Ordinarily only one grant voucher per case is certified per month.

The amounts of assistance are the amounts of emergency grant vouchers during each month. These payments are generally made once a month.

RELIEF IN URBAN AREAS

FOR DECEMBER 1937

BUREAU OF RESEARCH AND STATISTICS · DIVISION OF PUBLIC ASSISTANCE RESEARCH

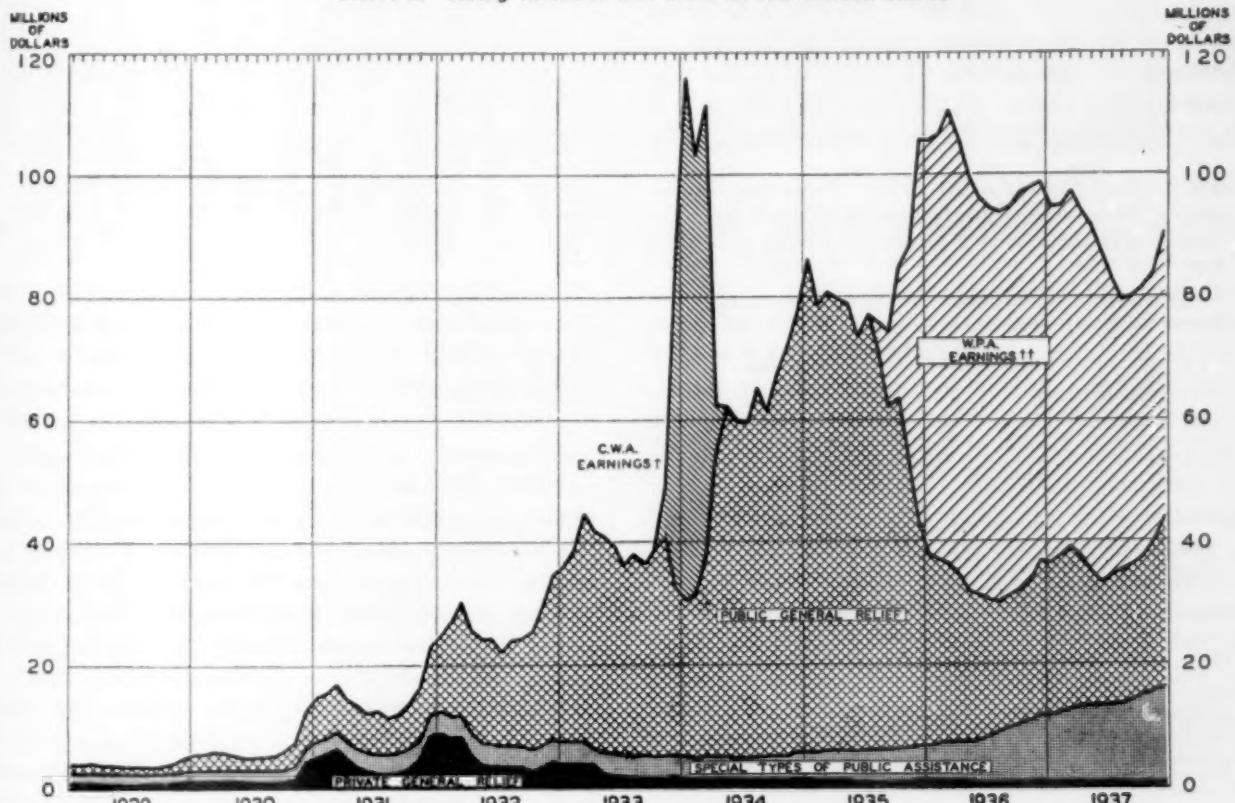
A total of \$90,838,660 was reported for December as representing the obligations incurred for relief extended to cases from public and private funds in the 116 urban areas in the United States included in the urban relief series. The amount for December is 8.1 percent larger than the amount reported for November. Despite this substantial increase, however, the total relief bill was 7.9 percent, or \$7,806,777, below that of December a year ago.

Reports of expenditures from public and private sources showed increases over those of the previous month of 7.9 and 25.7 percent, respectively. Although the expenditures from private funds represented an increase of 4.5 percent over those of a year ago, those from public funds were 8.1 percent

lower than in December 1936. It should be pointed out, however, that the increase in private funds of 25.7 percent between November and December 1937, substantial though it was, affected the total relief relatively little, inasmuch as aid from private funds formed only about 1 percent, approximately, of all relief for each of these months.

Aid furnished from public funds in the form of general relief, special types of assistance, and Works Progress Administration earnings also expanded in December, though not to the same extent in each instance. Thus, the level of general relief expenditures was raised from \$24,159,477 in November to \$27,796,006 in December, or 15.1 percent. This was a larger increase than between December 1936 and December 1937.

Chart I.—Relief in 116 urban areas in the United States



†Earnings under Civil Works Administration are those for all persons employed under the program including the administrative staff.

††Earnings are those of persons employed on projects within the areas and certified as in need of relief.

Table 1.—Relief in 116 urban areas:¹ Amount and percentage change from previous month and same month of previous year, by source of funds, December 1937

[Data reported by 1,157 agencies.² Corrected to Feb. 25, 1938]

Source of funds	Relief in 116 urban areas, December 1937		
	Amount	Percentage change from—	
		November 1937	December 1936
Total	\$90,838,660	+8.1	-7.9
Public funds	89,611,560	+7.9	-8.1
General relief ³	27,796,006	+15.1	+10.8
Special types of assistance ⁴	15,172,603	+3.2	+44.5
WPA earnings ⁵	46,642,981	+5.6	-24.6
Private funds ⁶	1,227,070	+25.7	+4.5

¹ From Federal, State, and local funds, administrative expense excluded.
² Divisions of departments submitting separate reports are counted as separate agencies.

³ Includes estimates for 60 agencies amounting to \$563,391.

⁴ Obligations incurred for relief extended to cases during the month.

⁵ Obligations incurred for payments to recipients for the month.

⁶ Earnings of persons employed on projects within the area and certified as in need of relief for all pay-roll periods ended during the month. Separate figures not available for these areas for earnings of those employed on projects of the Works Program other than those of the Works Progress Administration.

The amounts spent for the three special types of public assistance combined—old-age assistance, aid to dependent children, and aid to the blind—increased 3.2 percent, or \$476,822, over the previous month's figure, but they were 44.5 percent, or \$4,675,380, more than the payments for the same

Table 2.—Relief in 116 urban areas:¹ Percentage distribution by source of funds compared with previous month and same month of previous year, December 1937

[Data reported by 1,157 agencies.² Corrected to Feb. 25, 1938]

Source of funds	Percentage distribution of relief in 116 urban areas		
	December 1937 ³	November 1937 ³	December 1936 ³
Total	100.0	100.0	100.0
Public funds	98.6	98.8	98.8
General relief ⁴	30.6	28.8	25.4
Special types of assistance ⁵	16.7	17.5	10.6
WPA earnings ⁶	51.3	52.5	62.8
Private funds ⁷	1.4	1.2	1.2

¹ From Federal, State, and local funds, administrative expense excluded.
² Divisions of departments submitting separate reports are counted as separate agencies.

³ Percentages in this column are based on figures which include estimates amounting to $\frac{1}{2}$ of 1 percent of total obligations incurred.

⁴ Percentages based on obligations incurred for relief extended to cases during the month.

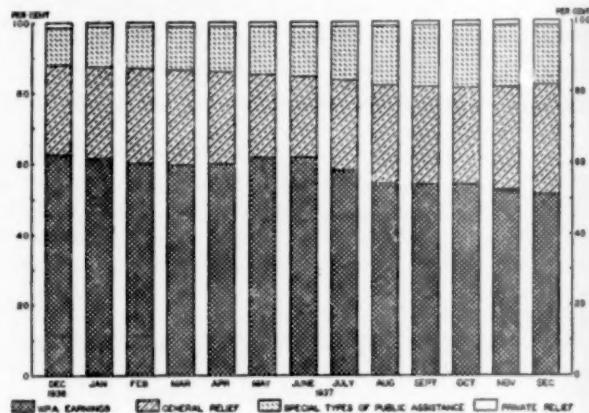
⁵ Percentages based on obligations incurred for payments to recipients for the month.

⁶ Percentages based on earnings of persons employed on projects within the area and certified as in need of relief for all pay-roll periods ended during the month. Separate figures not available for these areas for earnings of those employed on projects of the Works Program other than those of the Works Progress Administration.

month a year ago. This large increase is to be expected, since the period of time under consideration corresponded with the period of rapid development in these programs. The program for old-age assistance alone accounted for 80 percent of the rise between December 1936 and December 1937.

Earnings of persons certified as in need of relief employed on Works Progress Administration projects, the largest single relief item, amounted to \$46,642,981, an increase of 5.6 percent from the previous month's expenditures for this purpose. This amount, however, is 24.6 percent lower than the amount shown for the same month a year ago, the decrease in the expenditures amounting to over \$15 million.

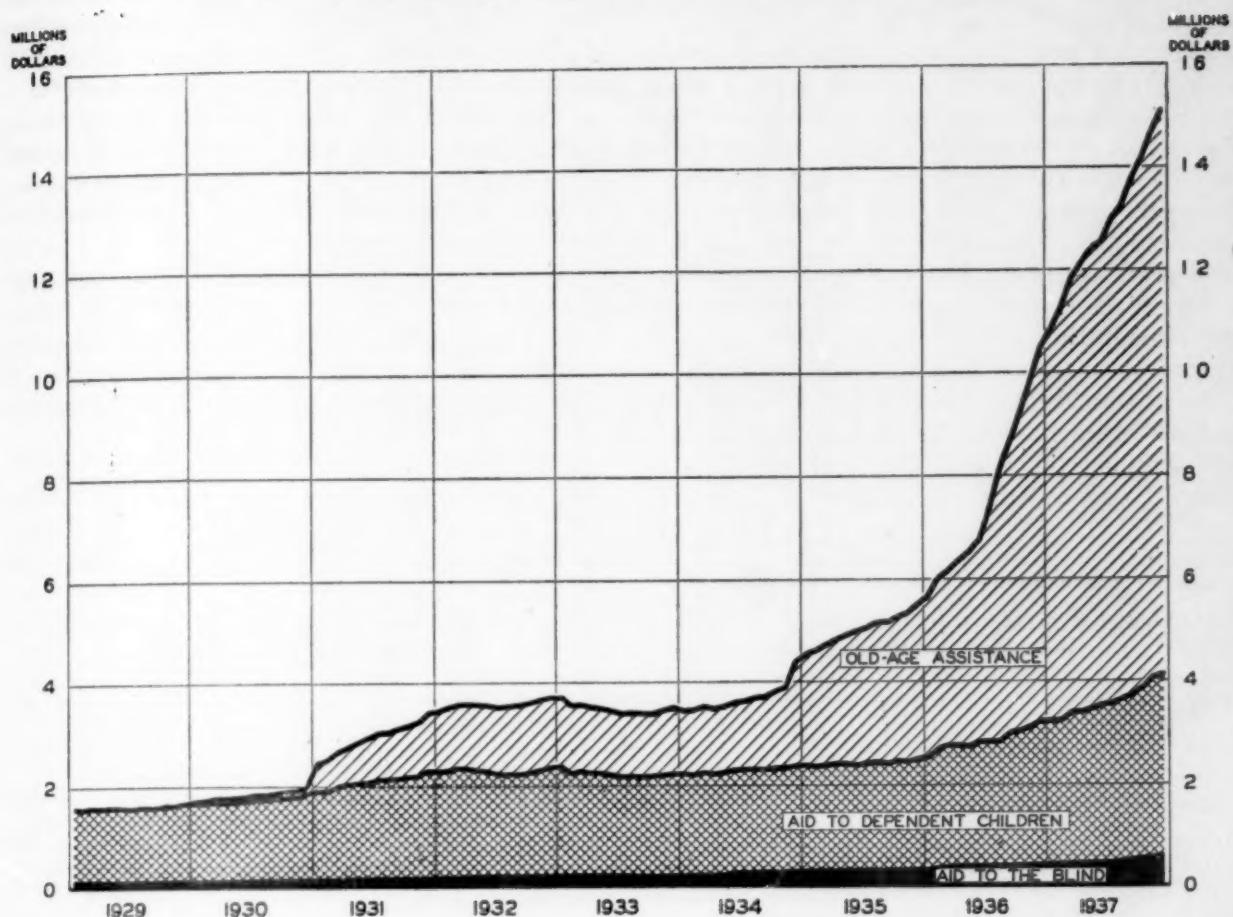
Chart II.—Distribution of obligations incurred for relief in 116 urban areas in the United States, December 1936—December 1937



The proportionate distribution of funds derived from public and private sources showed a slight change as between November and December 1937. Funds from private sources, which in November represented only 1.2 percent of the total expenditures, accounted for 1.4 percent of the total bill in December. This reflects the 25.7 percent increase in private funds as between these 2 months.

Considering their volume, public funds as a whole showed no marked change in the proportion which they formed of the total relief in any of the 3 months shown in table 2. General relief alone, which amounted to 28.8 percent and 25.4 percent of aggregate relief in November 1937 and December 1936, respectively, accounted for 30.6 percent in December 1937. Of particular interest is the fact that the total amount expended for old-age assistance, aid to dependent children, and aid to the blind, which in December 1936 repre-

Chart III.—*Special types of assistance in 116 urban areas in the United States*



sented 10.6 percent of the expenditures from public funds, in December 1937 accounted for 16.7 percent of such expenditures; whereas earnings of persons employed on Works Progress Administration projects, which a year ago provided 62.8 percent of the total amount, now represent only 51.3 percent.

Page five of this issue presents a map of the United States showing the geographic distribution of the 116 urban areas constituting the urban relief series from which reports have been received continuously since 1929. The contacts made by the Children's Bureau and the Russell Sage Foundation in attempting to secure data on various types of public and private relief in all cities of 50,000 or more population indicated that there were 120 cities from which reports on monthly expenditures were available for the period beginning January 1929 and from which future reports could probably be received with sufficient regularity to jus-

tify their inclusion in the series.¹ For various reasons it has become necessary to reduce this number to 116.² Beginning with the Bulletin issued May 1937³ the data presented relate only to these 116 areas from which reports covering the volume of relief from public and private funds have been received throughout the entire period. These areas are located in 36 States and the District of Columbia, and, with the exception of Arkansas and New Hampshire, all States having cities of 50,000 or more are represented.

The total population of the 116 urban areas is 45,385,604.⁴ This represents 37.0 percent of the

¹ See "Trends of Different Types of Public and Private Relief in Urban Areas, 1929-1935," U. S. Children's Bureau, Publication No. 237.

² Oakland and Berkeley, Calif., were combined and included in reports covering Alameda County. The Oranges, in New Jersey, and Lancaster, Pa., were dropped because it became impossible to secure current reports, and Sharon, Pa., because it was not comparable with other areas, in that the county in which it was located included no city with 50,000 or more population.

³ See "Relief in Urban Areas," January 1937.

⁴ United States census of 1930.

total population of the United States and 65.8 percent of the urban population.⁵

The unit of territory for reporting varies among these 116 areas. In 37 instances reports relate to a city unit, in 78 to a county containing at least one city of 50,000 or more, and in 1 instance to an independent city with a surrounding county.⁶ Although it would have been valuable to have presented data entirely on a city basis, it has been necessary in the instances mentioned above to accept the county as a reporting unit, because the organization of welfare activities made it impossible to secure data applying to the city as differentiated from the remainder of the county. Any use of the material for comparative purposes in examining the volume of relief for cities of specified sizes is affected, therefore, by the fact

⁵ The census of 1930 in general classifies as urban the population in cities and other incorporated places having 2,500 or more inhabitants.

⁶ See table 5 for an enumeration of the reporting unit for specified areas.

that the reporting units are not uniform. In some instances, data refer to a city only, in others to a county containing two or more cities with populations of 50,000 or more,⁷ in others to a county where one urban community represents either the whole or a large portion of the reporting area, and in still others to counties where varying percentages of the population live in small or rural communities.

Inasmuch as the series is concerned primarily with relief in cities of 50,000 or more population, it is of interest to note that although approximately 7 million persons included in the total population of the reporting areas reside in rural or small urban

⁷ Los Angeles County, Calif., includes Los Angeles, Long Beach, Pasadena, and Glendale; Alameda County, Calif., includes Oakland and Berkeley; Cook County, Ill., includes Chicago, Cicero, Evanston, and Oak Park; Wayne County, Mich., includes Detroit, Dearborn, Hamtramck, and Highland Park; Cuyahoga County, Ohio, includes Cleveland, Lakewood, and Cleveland Heights; Allegheny County, Pa., includes Pittsburgh and McKeesport.

Table 3.—Relief in 116 urban areas:¹ Amount, number of cases aided, and percentage change from previous month and same month of previous year by type of administrative agency, December 1937

[Data reported by 1,157 agencies.² Corrected to Feb. 25, 1938]

Type of administrative agency	Number of agencies reporting ³	Cases aided and relief in 116 urban areas, December 1937					
		Number of cases ⁴	Amount of relief	Percentage change from—			
				November 1937		December 1936	
				In number of cases	In amount of relief	In number of cases	In amount of relief
Total.....	1,157	(4)	\$ 90,838,660	(6)	+8.1	(6)	-7.9
Public agencies.....	646	(4)	89,593,209	(6)	+7.9	(6)	-8.1
General relief ⁵	194	913,894	\$ 27,777,625	+14.7	+15.0	+12.8	+10.8
Special types of assistance: ⁶							
Old-age assistance.....	113	460,099	11,005,902	+2.3	+3.6	+44.8	+51.5
Aid to dependent children.....	119	87,310	3,569,273	+2.4	+2.8	+22.5	+28.6
Aid to the blind.....	104	20,109	597,428	+1.0	+0.3	+15.5	+30.1
WPA earnings ⁷	116	(11)	46,642,981	(12)	+5.6	(11)	-24.6
Private agencies ⁸	511	(4)	1,245,451	(6)	+25.7	(6)	+3.7
Nonsectarian agencies.....	134	27,325	\$ 14,546,270	+16.1	+21.2	+3.0	-0.1
Jewish agencies.....	76	6,866	200,274	+4.5	+10.7	+6.9	+10.6
Catholic agencies.....	73	15,052	\$ 18,220,208	+20.7	+21.5	+17.0	+13.5
Salvation Army.....	63	27,649	\$ 17,112,372	+201.0	+200.4	+1.3	-1.1
Other private agencies.....	165	19,847	\$ 18,166,327	+53.5	+18.1	+28.3	+0.6

¹ From Federal, State, and local funds, administrative expense excluded.

² Divisions of departments submitting separate reports are counted as separate agencies.

³ Includes estimates for 37 agencies amounting to 11,918 cases.

⁴ The total number of cases aided by public and private agencies or by either group separately cannot be obtained by adding the figures shown in this column, since in an unknown number of instances cases are receiving more than 1 type of relief.

⁵ Includes estimates for 60 agencies amounting to \$563,301.

⁶ Percentage change not computed, since the total number of cases aided by public and private agencies or by either group separately cannot be obtained from available figures. For further explanation see footnote 4.

⁷ Obligations incurred for relief extended to cases during the month. Includes direct and work relief and statutory aid to veterans administered on basis of need, figures for which are not presented separately because of the relatively small amounts involved.

⁸ 14 agencies reporting obligations incurred of \$46,501 failed to report the number of cases aided, and no basis for estimating was available.

⁹ Obligations incurred for payments to recipients for the month.

¹⁰ Earnings of persons employed on projects within the area and certified as in need of relief for all pay-roll periods ended during the month. Separate figures not available for these areas for earnings of those employed on projects of the Works Progress Administration.

¹¹ Number of cases not available.

¹² Percentage change not computed, since number of cases was not available for month of December 1937.

¹³ Obligations incurred for relief extended to cases during the month. Includes direct and work relief and aid to veterans, figures for which are not presented separately because of the relatively small amounts involved.

¹⁴ 6 agencies reporting obligations incurred of \$1,876 failed to report the number of cases aided, and no basis for estimating was available.

¹⁵ 1 agency reporting obligations incurred of \$150 failed to report the number of cases aided, and no basis for estimating was available.

¹⁶ 6 agencies reporting obligations incurred of \$60,250 failed to report the number of cases aided, and no basis for estimating was available.

¹⁷ 1 agency reporting obligations incurred of \$1,737 failed to report the number of cases aided, and no basis for estimating was available.

¹⁸ 4 agencies reporting obligations incurred of \$1,921 failed to report the number of cases aided, and no basis for estimating was available.

communities, over 38 million people, or 84.2 percent, are located in cities with populations of at least 50,000.

There are in the United States 191 cities with 50,000 or more persons, containing a total population of 42,817,184; included in the reporting areas are 129 of these cities with a total population of 38,234,587.⁸ The series therefore relates to 67.5 percent of these cities and represents relief activities for 89.3 percent of the total population of the United States resident in cities this size.

It is apparent that 75, or 58 percent, of the cities represented in the reporting series are concentrated in the 14 States of the New England, Middle Atlantic, and East North Central divisions of the United States. In the same 14 States are located 110, or 58 percent, of the 191 cities containing populations of 50,000 or more. Ranked according to the number of reporting cities of specified size, the East North Central States are first with 33, followed by the Middle Atlantic with 24 and the New England with 18. The Mountain States are the lowest with only two cities covered. It should be mentioned that

⁸ United States census of 1930.

Table 4.—Number of cities in the United States with 50,000 or more population, and number included in the urban reporting areas, distributed by geographic divisions¹

Geographic divisions	Number of cities with population of 50,000 or more	
	In the United States	Included in the urban series
	191	129
Total		
New England	25	18
Middle Atlantic	41	24
East North Central	44	33
West North Central	16	11
South Atlantic	23	15
East South Central	9	6
West South Central	15	8
Mountain	3	2
Pacific	15	12

¹ The geographic divisions are presented as shown by the U. S. Bureau of the Census.

there are only three cities of the specified size located in the eight States comprising this region. When all the 9 regions are taken into consideration, it can be seen that the cities included in the series, while varying in number in each region, represent in every case more than half of the total cities of specified size for the area concerned, and in the Pacific division the representation includes 12 out of a possible 15 cities.

Chart IV.—Location of 116 areas included in urban relief series



Table 5.—Relief in 116 urban areas:¹ Amount, source of funds, and percentage change from previous month and same month of previous year, by cities, December 1937

[Data reported by 1,157 agencies.² Corrected to Feb. 25, 1938]

State and city	Territory included	Number of agencies reporting ³	Relief in 116 urban areas, December 1937						Percentage change from—	
			Total	Public funds			Private funds—obligations incurred ⁴			
				Obligations incurred for—		WPA earnings ⁵		November 1937	December 1938	
				General relief ³	Special types of assistance ⁴					
Alabama:										
Birmingham	County	6	\$358,557	\$5,632	\$48,332	\$304,587	\$6	+9.1	-23.0	
Mobile	do	6	100,585	1,003	14,618	84,324	640	+2.5	-18.4	
California:										
Los Angeles	do	32	4,644,256	1,256,933	1,458,780	1,890,817	7 31,726	+10.4	-10.1	
Oakland	do	16	1,069,248	276,214	249,687	569,257	7 4,090	+8.9	+7.7	
Sacramento	do	10	226,876	55,347	105,818	64,129	7 1,582	+19.6	+25.3	
San Diego	do	9	629,648	111,702	198,653	7 318,000	1,293	-0.9	+1.1	
San Francisco	do	17	1,560,088	363,215	308,447	866,383	7 22,043	+11.3	+14.8	
Colorado: Denver	do	9	795,684	67,252	417,750	305,925	4,757	+18.5	+37.2	
Connecticut:										
Bridgeport	City	14	323,538	7 42,277	34,054	7 242,809	7 4,308	+17.1	+3.6	
Hartford	do	12	257,479	7 66,604	51,867	125,487	13,521	+11.4	+10.8	
New Britain	do	10	81,083	18,816	14,254	47,029	984	+17.6	-22.4	
New Haven	do	14	437,661	7 60,235	52,304	7 316,117	9,005	+18.5	+14.7	
Delaware: Wilmington	County	9	114,103	7 19,000	26,884	62,501	5,718	-5.4	-23.4	
District of Columbia: Washington	City	15	507,986	66,828	137,494	281,448	7 22,216	+1.2	-4.1	
Florida:										
Jacksonville	County	7	196,304	6,612	39,878	149,061	753	-3.2	+10.8	
Miami	do	12	98,813	2,031	39,026	46,669	7 11,087	+0.6	+10.8	
Georgia: Atlanta	do	9	344,281	31,761	42,714	261,026	8,780	-3.1	-15.7	
Illinois:										
Chicago	do	17	6,724,126	2,775,136	998,070	10 2,825,241	125,579	+1.9	-13.7	
Springfield	do	7	160,102	64,010	36,323	57,038	2,731	-1.6	-2.8	
Indiana:										
Evansville	do	6	187,286	31,157	38,867	116,596	666	-1.9	-28.8	
Fort Wayne	do	13	159,468	20,203	36,981	98,447	3,837	+10.3	-18.8	
Indianapolis	do	11	781,380	187,185	153,483	428,111	12,601	+7.5	-7.5	
South Bend	do	9	217,493	49,169	33,217	133,331	1,776	+14.8	-18.1	
Terre Haute	do	7	240,583	23,256	37,165	178,951	1,211	+0.2	-13.8	
Iowa:										
Des Moines	do	12	430,903	98,939	7 76,466	263,280	1,218	+10.7	+22.4	
Sioux City	do	10	189,730	68,824	31,638	86,026	3,242	+17.3	+10.7	
Kansas:										
Kansas City	do	6	228,791	47,628	13,291	167,817	55	+11.0	-11.0	
Topeka	do	8	103,205	24,395	14,450	61,988	2,372	+18.4	+2.6	
Wichita	do	7	157,820	42,219	19,347	94,944	1,310	+28.5	-17.7	
Kentucky: Louisville	City	8	166,608	20,495	7 35,852	7 94,863	7 15,398	+7.0	+18.8	
Louisiana:										
New Orleans	Parish	9	884,672	50,337	99,072	725,137	7 10,126	+1.4	-2.5	
Shreveport	do	8	23,221	5,576	14,024	3,213	408	+1.6	+40.0	
Maine: Portland	City	10	89,830	32,003	3,706	7 51,537	2,584	+18.6	-17.2	
Maryland: Baltimore	do	11	721,970	137,747	204,108	11 259,268	30,847	+3.3	-18.8	
Massachusetts:										
Boston	do	22	2,499,961	667,168	463,185	1,265,624	103,984	+8.1	-10.1	
Brockton	do	11	277,409	50,034	53,389	7 168,260	5,726	+10.9	-8.5	
Cambridge	do	9	250,960	68,138	44,535	132,176	6,111	+20.5	+27.0	
Fall River	do	8	289,352	87,317	58,581	142,679	775	+8.9	-0.8	
Lawrence	do	9	160,607	58,571	38,411	59,445	4,180	+17.8	+8.8	
Lowell	do	8	326,605	122,274	66,508	134,357	3,466	+24.7	+23.0	
Lynn	do	11	234,471	48,608	71,723	107,649	6,491	-0.4	-7.1	
Malden	do	7	122,612	45,611	28,756	48,211	34	+20.8	+11.8	
New Bedford	do	9	264,231	85,071	72,404	104,141	2,615	+13.6	+14.6	
Newton	do	9	83,052	42,390	20,322	17,740	2,600	+9.4	+0.7	
Springfield	do	11	514,282	115,018	72,145	720,592	6,530	+10.9	-18.8	
Worcester	do	9	586,533	180,655	81,337	7 318,975	5,566	+22.4	-22.2	
Michigan:										
Detroit	County	20	2,377,079	913,564	595,188	853,271	7 15,056	+16.0	+16.8	
Flint	do	7	205,131	59,091	68,850	76,829	361	+11.6	-2.4	
Grand Rapids	do	11	379,934	78,071	119,154	180,676	2,033	+7.4	-12.4	
Pontiac	do	7	181,621	56,370	69,385	53,401	465	+26.3	-0.8	
Saginaw	do	7	95,054	21,738	42,549	29,685	1,082	+10.2	+0.8	
Minnesota:										
Duluth	do	10	601,004	138,535	120,862	335,532	6,075	+13.6	+1.1	
Minneapolis	City	9	1,497,920	531,696	7 302,980	7 643,362	19,891	+10.0	(1)	
St. Paul	County	13	845,465	298,875	118,284	422,449	5,857	+9.5	-0.8	
Missouri:										
Kansas City	City	12	507,921	77,171	7 133,724	7 283,028	7 13,998	+6.4	+6.5	
St. Louis	City and county	12	1,110,175	160,584	7 165,050	7 742,702	41,839	-3.2	-28.2	
Nebraska: Omaha	County	13	479,393	9,681	100,997	358,656	7 10,059	-0.5	+2.7	
New Jersey:										
Jersey City	City	7	771,547	183,398	41,626	7 544,520	2,003	-11.6	-27.3	
Newark	do	11	1,334,407	418,569	102,844	7 808,012	4,982	+2.9	-4.9	
Trenton	do	9	311,613	56,541	23,646	7 226,828	4,598	+6.3	-14.0	

See footnotes at end of table.

Table 5.—Relief in 116 urban areas: ¹ Amount, source of funds, and percentage change from previous month and same month of previous year, by cities, December 1937—Continued

[Data reported by 1,157 agencies.² Corrected to Feb. 25, 1938]

State and city	Territory included	Number of agencies reporting ³	Relief in 116 urban areas, December 1937						
			Total	Public funds		WPA earnings ⁴	Private funds—obligations incurred ⁵	Percentage change from—	
				Obligations incurred for—	General relief ⁶	Special types of assistance ⁷		November 1937	December 1936
New York:									
Albany	City	10	\$205,732	\$38,357	\$13,993	\$ 149,718	\$3,664	-1.2	-18.1
Buffalo	County	12	1,572,035	717,639	135,394	691,124	27,878	+5.9	-18.8
New Rochelle	City	7	100,673	7,63,497	14,803	22,298	75	+14.3	-8.1
New York	do	24	22,505,993	8,370,856	2,175,676	11,725,993	723,468	+10.8	-7.0
Niagara Falls	do	8	97,422	47,645	10,874	37,913	990	+14.2	-37.7
Rochester	do	9	766,444	736,733	129,868	293,056	6,787	+4.2	-14.6
Syracuse	do	10	515,047	7206,876	49,039	250,489	7,6,543	+8.5	-12.6
Utica	do	10	198,242	67,363	32,660	94,074	4,115	+7.9	+0.8
Yonkers	do	8	318,823	7104,180	36,427	174,640	3,576	+8.0	-6.6
North Carolina:									
Asheville	County	5	67,418	3,494	13,732	50,192	-----	+10.7	+8.3
Charlotte	do	7	45,807	2,433	7,511	35,037	826	+8.2	-0.8
Greensboro	do	6	62,449	6,774	21,076	33,790	800	+8.1	+57.6
Winston-Salem	do	6	69,075	6,241	9,594	47,681	5,559	+12.0	+26.4
Ohio:									
Akron	do	12	553,417	762,397	88,576	398,803	3,641	+8.0	-18.8
Canton	do	8	257,135	54,330	81,525	120,886	394	+12.3	-0.9
Cincinnati	do	17	838,625	213,311	213,668	391,476	20,140	+0.3	-41.1
Cleveland	do	13	2,322,156	618,400	272,277	1,384,010	47,469	+3.2	-26.6
Columbus	do	13	589,194	110,329	160,655	312,413	7,5,797	+3.9	-22.0
Dayton	do	8	423,046	85,976	117,221	218,096	1,753	+11.5	-27.6
Springfield	do	7	107,590	9,961	52,845	44,484	4,000	+10.3	-31.3
Toledo	do	8	684,428	143,561	126,079	414,197	591	+13.5	-11.7
Youngstown	do	8	341,116	54,421	67,366	219,086	243	+5.5	-26.6
Oklahoma: Tulsa	do	9	170,195	7,5,600	92,650	65,228	6,817	-4.3	+8.9
Oregon: Portland	do	9	561,765	128,769	126,151	304,223	2,622	+15.7	-2.2
Pennsylvania:									
Allentown	do	9	253,607	761,538	46,163	144,250	1,656	+8.9	-16.6
Altoona	do	10	237,747	758,041	51,464	126,581	7,1,661	+7.4	-9.7
Bethlehem	do	9	247,453	58,001	45,396	141,814	2,242	+0.5	-22.1
Chester	do	15	275,772	47,824	51,040	173,101	3,807	-0.9	-21.2
Erie	do	8	306,871	72,989	72,800	161,042	40	+3.9	-14.8
Johnstown	do	9	308,241	98,126	62,903	146,946	266	+9.0	-15.9
Philadelphia	do	15	4,304,928	72,206,201	545,636	1,487,227	65,864	+8.9	-3.4
Pittsburgh	do	15	2,915,545	970,456	390,063	1,325,307	729,710	+6.4	-17.5
Reading	do	11	334,896	102,863	76,174	153,131	7,2,098	+10.3	-2.0
Scranton	do	14	896,770	725,668	90,813	547,592	5,697	+2.2	+2.7
Wilkes-Barre	do	13	1,414,845	735,162	116,917	942,108	2,6,68	+7.6	+13.9
Rhode Island: Providence	City	8	714,495	7160,739	63,703	842,648	7,405	+11.5	+10.1
South Carolina: Charleston	County	11	85,885	2,383	13,391	68,624	787	+8.2	+19.1
Tennessee:									
Knoxville	do	7	87,708	5,842	19,529	62,137	7200	+2.0	-14.1
Memphis	do	7	154,946	1,542	37,209	109,539	6,656	+8.5	-3.2
Nashville	do	8	99,186	1,933	22,365	72,783	2,105	-3.1	-21.9
Texas:									
Dallas	do	9	227,782	11,057	60,051	121,845	4,829	-0.1	+4.4
El Paso	do	4	46,526	101	10,674	35,248	503	+11.7	-24.8
Fort Worth	do	6	234,536	16,733	60,913	156,415	475	+16.0	+10.2
Houston	do	8	225,178	26,627	72,738	123,840	7,1,973	+11.8	+12.2
San Antonio	do	5	170,270	0	58,943	107,667	3,660	+1.5	+3.0
Utah: Salt Lake City	do	11	360,138	54,839	115,520	171,939	717,840	+19.5	+36.3
Virginia:									
Norfolk	City	9	56,378	5,406	211	40,485	7,1,186	-2.7	-27.7
Richmond	do	7	107,349	31,199	943	65,675	7,9,532	-3.0	-19.7
Roanoke	do	3	26,465	2,883	110	23,472	-----	+15.6	-26.0
Washington:									
Seattle	County	9	1,102,531	350,660	268,638	474,124	9,100	+18.2	+41.6
Tacoma	do	6	474,390	121,617	116,193	236,580	-----	+8.2	+30.7
West Virginia: Huntington	do	6	131,067	7,560	16,577	106,580	370	+12.2	-17.0
Wisconsin:									
Kenosha	do	7	158,882	39,296	32,104	87,282	200	+7.2	-22.6
Madison	do	7	204,637	40,065	52,170	111,831	571	+9.1	+10.3
Milwaukee	do	10	1,612,021	428,930	233,172	92,624	22,298	+7.4	-7.3
Racine	do	10	126,342	38,055	35,335	51,381	1,571	+12.0	-27.8

¹ From Federal, State, and local funds, administrative expense excluded.

² Divisions of departments submitting separate reports are counted as separate agencies.

³ Obligations incurred for relief extended to cases during the month. Includes direct and work relief and statutory aid to veterans administered on basis of need.

⁴ Obligations incurred for payments to recipients for the month.

⁵ Earnings of persons employed on projects within the area and certified as in need of relief for all pay-roll periods ended during the month. Separate figures not available for these areas for earnings of those employed on projects of the Works Program other than those of the Works Progress Administration.

⁶ Obligations incurred for relief extended to cases during the month. Includes direct and work relief and aid to veterans.

⁷ Includes estimate.

⁸ Figures relate to county.

⁹ Estimated.

¹⁰ Figures relate to city.

¹¹ Figures relate to Baltimore County as well as the city of Baltimore.

¹² Percentage change less than $\frac{1}{2}$ of 1 percent.

RELIEF IN RURAL AND TOWN AREAS FOR DECEMBER 1937

BUREAU OF RESEARCH AND STATISTICS · DIVISION OF PUBLIC ASSISTANCE RESEARCH

Relief Continues to Rise in Sample Areas

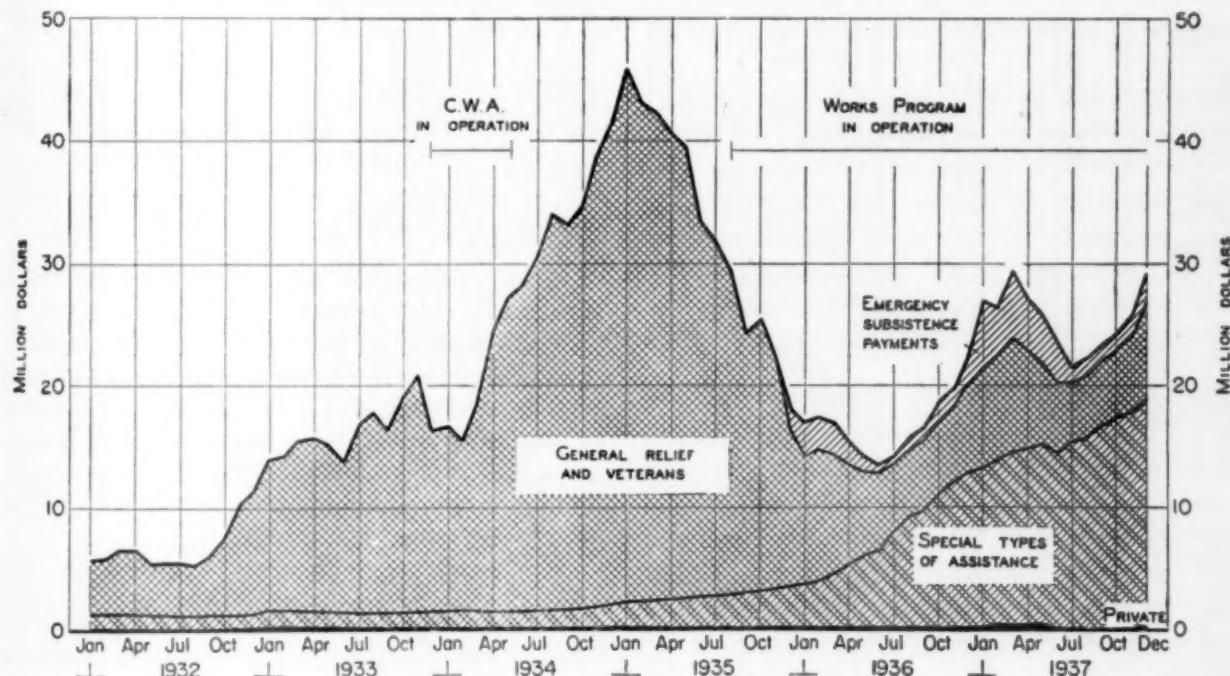
The upward trend in the total amount of obligations incurred for the four major forms of relief extended to cases in rural and town areas that began in July continued through December 1937. According to reports received by the Social Security Board from 1,362 public and private agencies in 385 rural and town areas in 36 States, the increase was 12.0 percent from November to December 1937. The population of these 385 areas was 11.5 percent of the total rural and town population of the United States.¹ The rise in obligations incurred for relief was accompanied by an increase of 12.9 percent in the number of cases aided. In December 1937, relief (excluding earnings under the Works Program) amounting to \$3.4 million was extended to 199,000 cases.

¹ Fifteenth Census of the United States, 1930; Population, Vol. 1.

The total amount of relief reported in December 1937 reflected gains in each of the four major forms of relief. Of the reported increase from November to December 1937, general relief and aid to veterans accounted for 54.4 percent; special types of public assistance and emergency subsistence payments to farmers absorbed 22.9 percent and 19.7 percent, respectively. Private relief accounted for only 3.0 percent of the increase reported in December.

The index of the obligations incurred for all relief, based on the average monthly amount of obligations incurred during the year July 1935–June 1936, was 137.7 in December 1937. This represents an increase of nearly 30.0 percent from the corresponding month of 1936 when the index was 106.1.

Chart I.—*Obligations incurred for rural and town relief*



Special Types of Public Assistance Increase 4.1 Percent

From November to December 1937 the obligations incurred for the special types of public assistance—old-age assistance, aid to the blind, and aid to dependent children—increased 4.1 percent. The number of recipients of these types of assistance increased 3.0 percent.

Although the special types of public assistance continued to be of relatively greatest importance among the four major forms of relief in December 1937, the proportion that these types formed of the total relief reported declined to 63.0 percent as compared with 68.0 percent in the preceding month. This drop was the result of marked increases in the amounts for other types of relief, particularly for general relief and aid to veterans

Table 1.—Relief in rural and town areas: Index of obligations incurred, by type of assistance, by months, January 1932–December 1937

[Average month, July 1935–June 1936=100]

Year and month	Index of relief in rural and town areas ¹				
	Total	General relief and veterans'	Special types of public assistance	Emergency subsistence payments	Private relief
1932					
January	26.9	27.3	26.9	—	230.3
February	28.6	29.8	26.9	—	209.3
March	30.7	32.5	26.9	—	218.7
April	30.2	32.5	26.5	—	149.7
May	26.7	28.2	25.3	—	137.6
June	26.0	27.3	26.3	—	113.5
July	26.4	28.1	25.4	—	92.9
August	25.4	26.8	25.3	—	90.3
September	28.8	31.3	25.8	—	100.7
October	35.3	39.6	26.6	—	111.1
November	49.0	58.0	26.5	—	124.5
December	55.6	66.0	28.2	—	163.5
1933					
January	67.5	79.9	35.0	—	218.7
February	68.7	81.8	33.8	—	205.0
March	75.0	90.3	33.3	—	214.1
April	75.5	91.2	32.9	—	216.3
May	73.8	89.4	32.2	—	179.9
June	66.4	79.7	31.5	—	166.2
July	81.0	99.6	31.0	—	140.9
August	86.5	107.3	30.3	—	139.6
September	79.3	97.4	31.1	—	136.0
October	92.6	115.3	31.4	—	119.2
November	101.7	127.6	30.4	—	129.9
December	79.9	97.9	31.5	—	154.8
1934					
January	79.9	97.7	34.1	—	105.8
February	74.4	90.4	33.7	—	104.6
March	88.9	110.1	33.6	—	89.4
April	116.4	146.8	34.2	—	88.9
May	129.9	164.7	34.7	—	87.1
June	135.3	172.3	34.1	—	81.8
July	145.9	185.8	36.7	—	76.7
August	163.0	208.5	37.6	—	84.0
September	158.8	202.7	38.2	—	92.8
October	165.9	211.5	40.8	—	100.4
November	186.2	238.2	42.8	—	101.2
December	198.1	252.8	46.1	—	152.3

¹ Revised.

Table 1.—Relief in rural and town areas: Index of obligations incurred, by type of assistance, by months, January 1932–December 1937—Continued

Year and month	Index of relief in rural and town areas ¹				
	Total	General relief and veterans'	Special types of public assistance	Emergency subsistence payments	Private relief
1935					
January	223.7	285.6	53.3	—	116.8
February	209.9	266.5	56.0	—	107.6
March	205.7	261.0	55.6	—	101.6
April	197.5	249.0	59.0	—	125.4
May	191.4	240.6	60.8	—	100.1
June	162.6	201.6	61.7	—	113.2
July	154.8	189.9	66.2	—	100.3
August	143.8	174.1	67.2	—	93.6
September	117.8	139.3	70.8	—	83.1
October	123.6	146.2	74.5	—	80.9
November	109.4	121.2	79.9	57.1	77.1
December	88.5	84.9	83.3	145.4	159.2
1936					
January	83.1	68.4	92.8	234.1	111.4
February	85.6	70.5	101.7	221.9	117.0
March	83.3	63.9	114.3	225.7	113.1
April	76.1	54.0	134.8	165.1	99.1
May	68.7	45.0	151.3	99.6	86.0
June	66.2	42.5	163.2	58.2	62.7
July	68.6	35.3	207.8	42.4	53.3
August	75.3	35.8	228.5	81.1	63.9
September	79.5	36.9	245.8	83.7	69.9
October	90.1	37.9	277.5	146.3	88.1
November	94.0	40.4	267.2	116.1	87.1
December	106.1	46.5	317.3	177.4	134.0
1937					
January	130.9	51.9	337.7	452.9	240.4
February	132.4	58.8	348.1	310.1	648.4
March	141.5	58.0	363.1	458.5	377.7
April	134.8	49.6	370.0	434.4	381.1
May	121.2	40.6	374.8	303.2	376.9
June	111.4	35.1	364.8	267.2	112.5
July	101.9	31.8	387.3	77.7	90.6
August	105.8	32.1	397.7	111.2	84.4
September	110.0	32.3	424.1	98.9	82.0
October	114.6	33.3	438.7	115.3	102.1
November	122.5	37.5	453.3	147.3	118.0
December	137.7	48.0	475.2	188.4	224.1

¹ Revised.

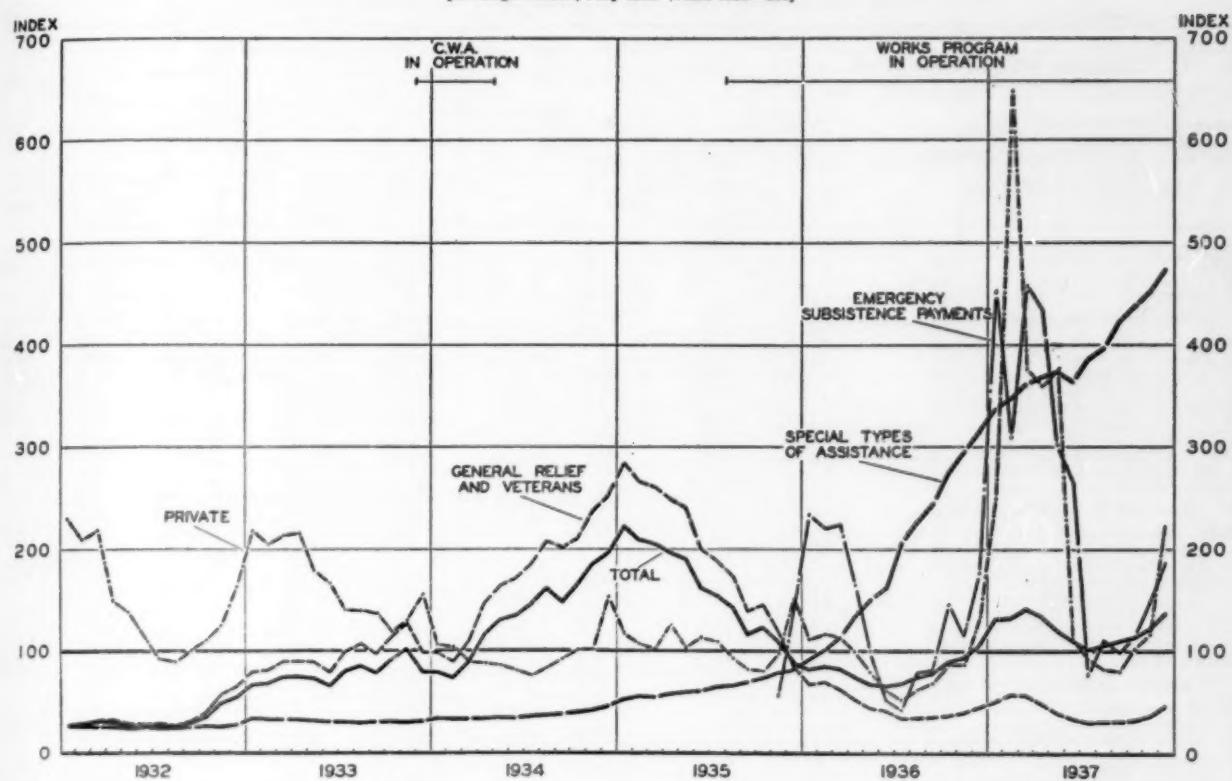
and for emergency subsistence payments to farmers.

Old-age assistance, which accounted for somewhat more than three-fourths of the increase in obligations incurred for special types of assistance from November to December 1937, constituted slightly more than four-fifths of the total amount of assistance provided the three groups in December. Aid to dependent children and aid to the blind accounted for approximately 14.0 percent and 3.0 percent, respectively.

The index of obligations incurred for the aged, the blind, and dependent children was 475.2 in December 1937 as compared with 317.3 in the corresponding month of 1936. This increase over the year's period amounts to approximately 50.0 percent.

Chart II.—Index of obligations incurred for rural and town relief

[Average month, July 1935—June 1936=100]



General Relief to Cases Increases Sharply in Sample Areas

Obligations incurred for general relief and aid to veterans increased 28.1 percent in rural and town sample areas from November to December 1937. The number of families and single persons receiving this type of assistance increased 24.5 percent. Loss of private employment as well as seasonal factors probably accounted for the marked increases in the amount of relief and in the number of cases aided in December.

In 1937, obligations incurred for general relief and aid to veterans increased by slightly more than half from July, the low point during the year, to December. From July 1936, the low point during that year, to December 1936, similar obligations increased only about one-third.

The index of general relief and aid to veterans was 48.0 in December 1937. In the same month a year ago, the figure was 46.5.

Emergency Subsistence Payments to Farmers Increase 27.7 Percent

Emergency subsistence payments to farmers under the Farm Security Administration increased 27.7 percent from November to December 1937. Accompanying this increase in payments was a 31.1 percent rise in the number of farmers aided. These increases are largely accounted for by acute needs arising from drought distress in areas of the Great Plains region.

Marked Increase in Private Relief

Obligations incurred for private relief in the reporting areas in December 1937 were 90.2 percent above November. The number of cases receiving relief increased 135.6 percent. The December gains in the amount of relief and in the case load are largely explained by increased activity of private agencies during the Christmas holiday season.

Table 2.—Relief in rural and town areas for the month of December 1937

[Data reported to Social Security Board by State agencies for 385 rural and town areas in 36 States]¹

Type of assistance	Counties and towns with agencies reporting	Agencies reporting ²	Relief in rural and town areas, December 1937				
			Cases receiving relief		Obligations incurred for payments to cases		
			Number	Percentage increase (+) or decrease (-) from November 1937	Amount	Percentage increase (+) or decrease (-) from November 1937	Percentage distribution of total by type of assistance
Total for 385 areas in 36 States	385	* 1,362	199,397	+12.9	\$3,392,108	+12.0	100.0
Public assistance, total ⁴							\$17.01
General and veterans ⁵	385	1,173	* 191,308	+10.4	3,269,134	+11.7	99.3
General relief	373	630	57,571	+24.5	901,712	+28.1	26.6
Aid to veterans ⁶	357	450	54,771	+25.8	833,575	+30.4	24.6
Special types of assistance	191	196	2,800	+4.0	68,137	+5.6	2.0
Old-age assistance	370	487	121,222	+3.0	2,136,104	+4.1	63.0
Aid to the blind	239	240	2,560	+5.9	57,573	+5.7	1.7
Aid to dependent children	279	292	13,198	+4.8	297,763	+5.5	8.8
Emergency subsistence payments ⁶	324	324	15,593	+31.1	331,318	+27.7	9.7
Private relief	122	190	8,089	+135.6	22,974	+90.2	0.7
ALABAMA (6 COUNTIES)—Total	6	20	1,932	+19.9	18,528	+11.2	100.0
Public assistance, total	6	18	1,780	+11.9	18,182	+9.6	98.1
General relief	6	6	188	(?)	1,267	(?)	6.8
Aid to veterans	6	6	18	(?)	470	(?)	2.5
Special types of assistance	6	6	1,562	+6.3	16,102	+6.5	86.9
Old-age assistance	6	6	1,126	+5.8	11,252	+4.3	60.7
Aid to the blind	6	6	32	(?)	325	(?)	1.8
Aid to dependent children	6	6	404	+6.9	4,525	+11.9	24.4
Emergency subsistence payments ⁶	6	6	12	(?)	343	(?)	1.9
Private relief	1	2	152	(?)	346	(?)	1.9
ARIZONA (3 COUNTIES)—Total	3	12	1,645	+16.8	34,928	+5.8	100.0
Public assistance, total ⁴	3	7	* 1,354	+2.3	34,120	+4.5	97.7
General relief	3	4	351	+2.9	5,854	+25.6	16.8
Special types of assistance	3	3	1,114	+10.6	28,211	+0.9	80.8
Old-age assistance	3	3	852	+15.8	20,566	+5.9	58.9
Aid to the blind	3	3	32	(?)	725	(?)	2.1
Aid to dependent children	3	3	230	-4.2	6,920	-11.6	19.8
Emergency subsistence payments ⁶	3	3	2	(?)	55	(?)	0.1
Private relief	3	5	291	(?)	808	(?)	2.3
ARKANSAS (10 COUNTIES)—Total	10	30	3,009	+0.9	27,219	+2.1	100.0
Public assistance, total	10	30	3,009	+0.9	27,219	+2.1	100.0
General relief	10	10	404	-1.0	2,653	+9.4	9.7
Aid to veterans	10	10					
Special types of assistance	10	10	2,603	+1.2	24,518	+1.5	90.1
Old-age assistance	10	10	1,976	+1.2	18,172	+1.5	66.8
Aid to the blind	10	10	86	(?)	792	(?)	2.9
Aid to dependent children	10	10	541	+1.3	5,554	+1.3	20.4
Emergency subsistence payments ⁶	10	10	2	(?)	48	(?)	0.2
Private relief	9	25	1,894	+212.0	3,473	+67.9	1.3
CALIFORNIA (10 COUNTIES)—Total	10	55	10,644	+26.0	279,075	+12.9	100.0
Public assistance, total ⁴	10	30	* 8,750	+11.6	275,602	+12.5	98.7
General relief	10	20	3,048	+28.2	75,359	+43.5	27.0
Special types of assistance	10	10	5,821	+4.4	199,313	+4.0	71.5
Old-age assistance	10	10	4,889	+5.2	163,329	+4.8	58.5
Aid to the blind	10	10	216	+0.9	10,492	+1.4	3.8
Aid to dependent children	10	10	716	+0.7	25,792	+0.2	9.2
Emergency subsistence payments ⁶	10	10	21	(?)	590	(?)	0.2
Private relief	9	25	1,894	+212.0	3,473	+67.9	1.3
COLORADO (8 COUNTIES)—Total	8	16	3,293	+5.5	119,949	+1.9	100.0
Public assistance, total ⁴	8	16	* 3,293	+5.5	119,949	+1.9	100.0
General relief	8	8	698	+10.8	10,541	-11.8	8.8
Special types of assistance	8	8	2,775	+3.1	106,293	+3.4	88.6
Old-age assistance	8	8	2,450	+3.5	97,366	+3.5	81.2
Aid to the blind	7	7	45	(?)	1,364	(?)	1.1
Aid to dependent children	8	8	280	+0.4	7,563	+0.8	6.3
Emergency subsistence payments ⁶	8	8	161	+9.5	3,115	+5.6	2.6
Private relief							
CONNECTICUT (40 TOWNSHIPS)—Total	38	44	1,421	+3.7	37,966	+4.7	100.0
Public assistance, total	38	44	1,421	+3.7	37,966	+4.7	100.0
General relief	36	36	663	+8.5	18,116	+5.7	47.7
Special types of assistance	38	38	758	-0.1	19,850	+3.8	52.3
Old-age assistance	38	38	731	+0.1	18,813	+3.7	49.6
Aid to the blind	11	11	4	(?)	86	(?)	0.2
Aid to dependent children	17	17	23	(?)	951	(?)	2.5
Emergency subsistence payments ⁶	6	6	0		0		
Private relief							

See footnotes at end of table.

Table 2.—Relief in rural and town areas for the month of December 1937—Continued

[Data reported to Social Security Board by State agencies for 385 rural and town areas in 36 States]¹

Type of assistance	Counties and towns with agencies reporting	Agencies reporting ³	Relief in rural and town areas, December 1937					Average amount per case	
			Number	Cases receiving relief		Obligations incurred for payments to cases			
				Percentage increase (+) or decrease (-) from November 1937	Amount	Percentage increase (+) or decrease (-) from November 1937	Percentage distribution of total by type of assistance		
FLORIDA (6 COUNTIES)—Total	6	38	4,981	+37.6	\$51,062	+18.6	100.0	\$10.26	
Public assistance, total ⁴	6	28	3,683	+7.3	47,175	+11.4	92.3	12.81	
General relief	6	10	1,114	-4.1	7,730	+6.1	15.1	6.94	
Aid to veterans	6	6	102	+1.0	4,080	+1.0	8.0	40.00	
Special types of assistance	6	12	2,521	+16.2	35,321	+14.0	69.1	14.01	
Old-age assistance ⁵	6	6	1,982	+14.6	31,956	+13.9	62.5	16.12	
Aid to the blind ⁶	1	1	5	(?)	45	(?)	0.1	(?)	
Aid to dependent children	5	5	534	+23.0	3,320	+15.1	6.5	6.22	
Emergency subsistence payments ⁶	6	6	2	(?)	44	(?)	0.1	(?)	
Private relief	3	10	1,298	+597.8	3,917	+438.8	7.7	3.02	
GEORGIA (16 COUNTIES)—Total	16	49	2,412	+7.4	28,472	+15.5	100.0	11.80	
Public assistance, total ⁴	16	48	2,386	+7.8	28,334	+15.9	99.5	11.88	
General relief	15	15	371	+3.3	1,394	+1.5	4.9	3.76	
Aid to veterans	16	16	124	-1.6	3,720	-0.5	13.1	30.00	
Special types of assistance	16	16	2,224	+18.0	23,073	+20.5	81.0	10.37	
Old-age assistance ⁵	16	16	1,905	+17.1	17,304	+16.6	60.8	9.06	
Aid to the blind ⁶	14	14	75	(?)	770	(?)	2.7	10.55	
Aid to dependent children	16	16	246	+26.8	4,999	+37.3	17.5	20.32	
Emergency subsistence payments ⁶	16	16	7	(?)	147	(?)	0.5	(?)	
Private relief	1	1	26	(?)	138	(?)	0.5	(?)	
ILLINOIS (11 COUNTIES)—Total	11	50	15,826	+6.5	250,711	+3.2	100.0	15.84	
Public assistance, total	11	41	15,462	+5.0	249,494	+2.8	99.5	16.14	
General and veterans	11	12	6,956	+13.1	113,835	+6.9	45.4	16.37	
Special types of assistance	11	21	8,500	-0.7	135,542	-0.3	54.1	15.95	
Old-age assistance ⁵	11	11	7,815	-1.0	119,182	-0.5	47.5	15.25	
Aid to the blind ⁶	8	8	291	+1.4	8,718	+2.9	3.5	29.96	
Aid to dependent children	9	9	394	+1.8	7,642	-0.2	3.1	19.40	
Emergency subsistence payments ⁶	11	11	6	(?)	117	(?)	(10)	(?)	
Private relief	7	9	364	+167.6	1,217	+205.0	0.5	3.34	
INDIANA (9 COUNTIES)—Total	9	30	6,414	+16.8	88,983	+13.4	100.0	13.87	
Public assistance, total	9	27	6,189	+13.7	88,744	+13.3	99.7	14.34	
General relief	9	9	2,665	+34.0	35,374	+34.7	39.7	13.27	
Special types of assistance	9	9	3,521	+2.1	53,313	+2.5	50.9	15.14	
Old-age assistance ⁵	9	9	2,781	+1.5	36,846	+1.9	41.4	15.25	
Aid to the blind ⁶	9	9	157	+3.3	2,960	+3.4	3.3	18.85	
Aid to dependent children ⁶	9	9	583	+4.5	13,507	+3.8	15.2	23.17	
Emergency subsistence payments ⁶	9	9	3	(?)	57	(?)	0.1	(?)	
Private relief	2	3	225	(?)	239	(?)	0.3	1.06	
IOWA (9 COUNTIES)—Total	9	47	6,293	+12.6	119,120	+13.6	100.0	18.93	
Public assistance, total ⁴	9	44	6,259	+12.5	119,035	+13.6	99.9	19.02	
General and veterans	9	26	2,632	+29.7	46,492	+34.4	39.0	17.66	
Special types of assistance	9	17	3,659	+2.6	72,366	+3.4	60.8	19.78	
Old-age assistance ⁵	9	9	3,459	+1.7	67,813	+1.6	56.9	19.60	
Aid to the blind ⁶	8	8	29	(?)	681	(?)	0.6	(?)	
Aid to dependent children ⁶	8	8	171	+4.9	3,872	+23.2	3.3	22.64	
Emergency subsistence payments ⁶	9	9	8	(?)	177	(?)	0.1	(?)	
Private relief	2	3	34	(?)	85	(?)	0.1	(?)	
KANSAS (13 COUNTIES)—Total	13	41	4,715	+20.1	80,800	+22.3	100.0	17.14	
Public assistance, total ⁴	13	28	4,425	+19.3	78,950	+21.6	97.7	18.69	
General relief	13	15	1,628	+23.9	24,544	+31.2	30.4	15.08	
Special types of assistance	13	13	1,929	+20.1	39,493	+21.1	48.9	20.47	
Old-age assistance ⁵	13	13	1,534	+20.0	28,970	+22.6	36.9	18.89	
Aid to the blind ⁶	11	11	49	(?)	1,083	(?)	1.3	(?)	
Aid to dependent children ⁶	13	13	346	+16.9	9,440	+13.8	11.7	27.28	
Emergency subsistence payments ⁶	13	13	911	+8.5	14,913	+0.7	18.4	16.37	
Private relief	11	13	490	+27.3	1,850	+66.4	2.3	3.78	
KENTUCKY (12 COUNTIES)—Total	12	31	2,653	-3.7	24,873	-6.3	100.0	9.98	
Public assistance, total	12	30	2,653	-3.6	24,873	-6.3	100.0	9.98	
General relief	1	1	8	(?)	30	(?)	0.1	(?)	
Aid to veterans	5	5	12	(?)	295	(?)	1.2	(?)	
Special types of assistance	12	12	2,630	-3.7	24,490	-6.3	98.5	9.31	
Old-age assistance ⁵	12	12	2,630	-3.7	24,490	-6.3	98.5	9.31	
Aid to the blind									
Aid to dependent children									
Emergency subsistence payments ⁶	12	12	3	(?)	58	(?)	0.2	(?)	
Private relief	1	1	0	(?)	0	(?)	0.2	(?)	
LOUISIANA (10 PARISHES)—Total	10	31	5,385	-0.3	63,802	+2.9	100.0	11.55	
Public assistance, total	10	29	5,345	-0.5	63,695	+2.8	99.8	11.92	
General relief	10	10	573	-4.5	6,613	+10.4	10.4	11.64	
Aid to veterans	9	9	175	-1.1	10,525	-0.4	16.5	60.14	
Special types of assistance	10	10	4,594	+0.1	46,497	+2.7	72.8	10.12	
Old-age assistance ⁵	10	10	3,592	+0.2	30,779	+2.2	48.2	8.57	
Aid to the blind ⁶	10	10	66	(?)	768	(?)	1.2	11.64	
Aid to dependent children ⁶	10	10	936	-1.0	14,950	+3.6	23.4	15.97	
Emergency subsistence payments ⁶	10	10	3	(?)	60	(?)	0.1	(?)	
Private relief	2	2	40	(?)	107	(?)	0.2	(?)	

See footnotes at end of table.

Table 2.—Relief in rural and town areas for the month of December 1937—Continued

[Data reported to Social Security Board by State agencies for 385 rural and town areas in 36 States]¹

Type of assistance	Counties and towns with agencies reporting	Agencies reporting ²	Relief in rural and town areas, December 1937					Average amount per case
			Number	Percentage increase (+) or decrease (-) from November 1937	Amount	Percentage increase (+) or decrease (-) from November 1937	Percentage distribution of total by type of assistance	
MASSACHUSETTS (23 TOWNSHIPS)—Total								
Public assistance, total ⁴	23	39	1,478	+10.2	\$45,505	+14.3	100.0	\$30.85
General and veterans ⁵	23	37	1,476	+10.2	45,555	+14.3	99.9	30.86
Special types of assistance	22	28	597	+26.8	16,495	+39.4	36.2	27.63
Old-age assistance ⁶	23	30	994	+1.5	29,060	+3.7	63.7	29.24
Aid to the blind ⁷	23	23	924	+1.8	25,768	+3.8	56.5	27.89
Aid to dependent children ⁸	5	5	8	(?)	132	(?)	0.3	(?)
Emergency subsistence payments ⁹	19	19	62	(?)	3,100	(?)	6.9	50.97
Private relief	1	1	0		0			
MICHIGAN (11 COUNTIES)—Total								
Public assistance, total ⁴	11	65	10,271	+19.8	184,280	+20.2	100.0	17.94
General and veterans ⁵	11	55	10,026	+18.7	183,748	+20.1	99.7	18.33
Special types of assistance	11	31	4,566	+43.3	77,392	+49.5	42.0	16.96
Old-age assistance ⁶	11	26	5,479	+3.8	105,709	+5.1	57.4	19.29
Aid to the blind ⁷	11	11	4,599	+4.0	81,098	+4.5	44.0	17.63
Aid to dependent children ⁸	7	7	18	(?)	345	(?)	0.2	(?)
Emergency subsistence payments ⁹	11	11	862	+2.9	24,266	+7.5	13.2	28.15
Private relief	8	10	37	(?)	647	(?)	0.3	(?)
MINNESOTA (12 COUNTIES)—Total								
Public assistance, total	12	63	10,194	+9.8	196,550	+7.9	100.0	19.26
General and veterans ⁵	12	61	9,969	+8.2	195,454	+7.5	99.4	19.61
Special types of assistance	12	24	2,843	+33.5	63,930	+22.5	32.5	22.46
Old-age assistance ⁶	12	35	7,031	+0.1	129,834	+1.0	66.1	18.47
Aid to the blind ⁷	12	12	6,552	+0.1	117,146	+0.4	50.6	17.88
Aid to dependent children ⁸	11	11	47	(?)	830	(?)	0.4	(?)
Emergency subsistence payments ⁹	12	12	432	+0.9	11,858	+7.5	6.1	27.45
Private relief	2	2	95	(?)	1,690	(?)	0.8	17.79
MISSISSIPPI (10 COUNTIES)—Total								
Public assistance, total	10	47	2,706	+8.0	13,541	+1.3	100.0	5.00
General relief	10	35	2,124	-1.3	12,165	-1.4	89.8	8.75
Aid to veterans	5	5	110	+4.8	417	+9.4	3.1	3.79
Special types of assistance	10	10	254	-0.8	3,795	-1.7	28.0	14.94
Old-age assistance ⁶	10	10	1,745	-0.9	7,778	+0.7	57.4	4.46
Aid to the blind	10	10	1,745	-0.9	7,778	+0.7	57.4	4.46
Aid to dependent children								
Emergency subsistence payments ⁹	10	10	15	(?)	175	(?)	1.3	(?)
Private relief	6	13	582	+64.9	1,376	+33.2	10.2	10.2
MISSOURI (12 COUNTIES)—Total								
Public assistance, total	12	46	10,858	+12.2	110,020	+6.2	100.0	10.13
General relief	12	45	10,813	+12.4	109,754	+6.1	99.8	10.15
Special types of assistance	12	21	4,599	+32.9	23,566	+16.3	21.4	5.12
Old-age assistance ⁶	12	24	6,133	+1.1	85,037	+3.9	77.3	13.87
Aid to the blind	12	12	5,836	+1.1	77,612	+4.3	70.6	13.30
Aid to dependent children	12	12	297	0	7,425	0	6.7	25.06
Emergency subsistence payments ⁹	12	12	81	(?)	1,151	(?)	1.1	14.21
Private relief	1	1	45	(?)	266	(?)	0.2	(?)
MONTANA (8 COUNTIES)—Total								
Public assistance, total ⁴	8	17	2,500	+2.1	56,335	+2.3	100.0	21.75
General relief	8	16	2,587	+2.1	56,316	+2.3	100.0	21.77
Special types of assistance	8	8	437	-1.4	8,820	+2.6	15.7	20.18
Old-age assistance ⁶	8	8	1,437	+5.0	30,387	+4.3	53.9	21.15
Aid to the blind	8	8	1,224	+5.2	24,422	+4.0	43.3	19.95
Aid to dependent children								
Emergency subsistence payments ⁹	8	8	213	+4.4	5,965	+5.4	10.6	28.00
Private relief	8	8	783	0	17,109	-1.2	30.4	21.85
NEBRASKA (8 COUNTIES)—Total								
Public assistance, total	8	52	5,129	+16.0	85,408	+23.4	100.0	16.65
General and veterans ⁵	8	42	5,049	+15.1	85,222	+23.3	99.8	16.88
Special types of assistance	8	26	1,045	+28.2	14,641	+38.9	17.2	14.01
Old-age assistance ⁶	8	16	2,578	+0.5	45,041	+10.8	52.7	17.47
Aid to the blind ⁷	8	8	2,145	+0.6	34,351	+11.7	40.2	16.01
Aid to dependent children ⁸	8	9	44	(?)	837	(?)	1.0	(?)
Emergency subsistence payments ⁹	8	8	389	+0.3	9,853	+8.0	11.5	25.33
Private relief	7	10	1,426	+41.3	25,540	+42.6	29.9	17.91
NEW YORK (7 COUNTIES)—Total								
Public assistance, total ⁴	7	14	8,454	+19.7	183,663	+28.1	100.0	21.72
General and veterans ⁵	7	14	8,454	+19.7	183,663	+28.1	100.0	21.72
Special types of assistance	7	7	3,775	+57.2	85,983	+84.4	46.8	22.78
Old-age assistance ⁶	7	7	4,880	+1.8	97,494	+1.1	53.1	19.98
Aid to the blind ⁷	7	7	4,450	+1.4	82,337	+0.2	44.8	18.56
Aid to dependent children ⁸	7	7	72	(?)	1,421	(?)	0.8	19.74
Emergency subsistence payments ⁹	7	7	358	+3.2	13,736	+4.7	7.5	38.37
Private relief	7	7	7	(?)	186	(?)	0.1	(?)

See footnotes at end of table.

Table 2.—Relief in rural and town areas for the month of December 1937—Continued

(Data reported to Social Security Board by State agencies for 385 rural and town areas in 36 States ¹)

Type of assistance	Counties and towns with agencies reporting	Agencies reporting ²	Relief in rural and town areas, December 1937				
			Cases receiving relief		Obligations incurred for payments to cases		
			Number	Percentage increase (+) or decrease (-) from November 1937	Amount	Percentage increase (+) or decrease (-) from November 1937	Percentage distribution of total by type of assistance
NORTH CAROLINA (12 COUNTIES)—Total							
Public assistance, total ⁴	12	38	3,427	+28.6	\$32,125	+27.1	100.0
General relief	12	37	3,423	+28.5	32,118	+27.1	100.0
Aid to veterans	12	13	530	+56.6	4,538	+56.9	14.1
Special types of assistance	12	12	242	+8.0	4,128	+26.4	12.9
Old-age assistance ⁵	12	12	2,354	+21.0	23,208	+22.9	72.5
Aid to the blind ⁶	12	12	1,853	+20.2	15,900	+23.1	49.5
Aid to dependent children ⁶	12	12	345	+32.7	2,057	+11.1	6.4
Emergency subsistence payments ⁶	12	12	8	(?)	5,341	+27.6	16.6
Private relief	1	1	4	(?)	154	(?)	0.5
					7	(?)	(?)
NORTH DAKOTA (7 COUNTIES)—Total							
Public assistance, total ⁴	7	20	8,774	+16.6	205,303	+12.5	100.0
General relief	7	14	8,602	+15.4	204,396	+12.3	99.6
Special types of assistance	7	7	1,617	+13.2	34,300	+13.5	16.7
Old-age assistance ⁵	7	7	1,112	+2.5	18,060	+5.5	8.8
Aid to the blind ⁶	7	7	1,076	+0.7	16,998	+1.4	8.3
Aid to dependent children ⁶	5	5	11	(?)	195	(?)	0.1
Emergency subsistence payments ⁶	7	7	6,079	+18.8	152,036	+12.9	74.1
Private relief	4	6	172	(?)	907	(?)	0.4
							5.27
OHIO (9 COUNTIES)—Total							
Public assistance, total	9	70	9,702	+11.2	184,532	+17.1	100.0
General and veterans	9	56	9,232	+10.1	183,111	+17.0	99.2
Special types of assistance	9	19	2,300	+58.2	29,899	+85.9	16.2
Old-age assistance ⁵	9	28	6,912	+0.1	152,819	+9.1	82.8
Aid to the blind ⁶	9	9	6,205	(?)	133,683	+9.7	72.4
Aid to dependent children ⁶	9	9	139	+2.2	2,677	+3.7	1.5
Emergency subsistence payments ⁶	9	10	568	+0.4	16,459	+6.0	8.9
Private relief	6	14	470	+36.6	393	(?)	0.2
					1,421	+44.0	(?)
					907	(?)	0.8
OKLAHOMA (9 COUNTIES)—Total							
Public assistance, total	9	47	11,820	+2.7	148,567	+1.6	100.0
General relief	9	42	11,561	+1.3	147,559	+1.1	99.3
Aid to veterans	9	17	2,494	+3.4	9,964	-1.9	6.7
Special types of assistance	7	7	109	+1.9	2,869	0	1.9
Old-age assistance ⁵	9	9	8,922	+0.7	134,037	+1.3	90.2
Aid to the blind ⁶	9	9	7,228	+0.3	107,040	+1.0	72.7
Aid to dependent children ⁶	9	9	230	0	3,881	+0.4	2.6
Emergency subsistence payments ⁶	9	9	1,464	+3.0	22,216	+3.0	15.0
Private relief	5	5	268	+165.3	689	(?)	0.5
					1,098	+273.3	(?)
					907	(?)	0.7
OREGON (6 COUNTIES)—Total							
Public assistance, total	6	19	1,971	+9.2	37,928	+9.2	100.0
General relief	6	15	1,945	+8.7	37,765	+9.1	99.6
Aid to veterans	9	17	2,494	+3.4	12,133	+27.9	32.0
Special types of assistance	9	6	1,227	+1.2	25,483	+2.0	67.2
Old-age assistance ⁵	6	6	1,075	+0.5	21,081	+0.8	55.6
Aid to the blind ⁶	6	6	35	(?)	795	(?)	2.1
Aid to dependent children ⁶	6	6	117	+9.3	3,607	+11.0	9.5
Emergency subsistence payments ⁶	6	6	7	(?)	179	(?)	0.4
Private relief	3	4	26	(?)	133	(?)	(?)
					203	(?)	0.4
					907	(?)	0.7
SOUTH CAROLINA (8 COUNTIES)—Total							
Public assistance, total	8	31	3,015	+33.1	34,055	+32.7	100.0
General relief	8	21	2,911	+31.8	33,852	+32.7	99.4
Aid to veterans	8	13	711	+24.5	2,232	+39.1	6.5
Special types of assistance	(ii)	(ii)	1,196	+25.6	(ii)	(ii)	11.39
Old-age assistance ⁵	8	8	2,075	+34.0	23,287	+33.5	68.4
Aid to the blind ⁶	8	8	1,785	+33.6	17,962	+32.7	52.7
Aid to dependent children ⁶	8	8	87	(?)	1,042	(?)	3.1
Emergency subsistence payments ⁶	8	8	203	+35.3	4,283	+33.0	12.6
Private relief	7	10	640	+27.0	8,333	+29.0	24.5
			104	(?)	203	(?)	0.6
					907	(?)	1.95
SOUTH DAKOTA (9 COUNTIES)—Total							
Public assistance, total	9	38	7,662	+41.8	144,312	+42.3	100.0
General relief	9	36	7,491	+39.9	144,063	+42.2	99.8
Special types of assistance	9	9	633	+9.3	11,915	-7.6	8.3
Old-age assistance ⁵	9	18	1,910	+2.6	34,247	+4.7	23.7
Aid to the blind	9	9	1,675	+2.7	30,063	+3.5	20.8
Aid to dependent children	9	9	235	(?)	4,154	+14.5	2.9
Emergency subsistence payments ⁶	9	9	4,048	+69.7	97,921	+75.7	67.8
Private relief	2	2	171	(?)	229	(?)	0.2
					203	(?)	1.34
TENNESSEE (9 COUNTIES)—Total							
Public assistance, total ⁴	9	41	2,210	+28.9	30,053	+24.3	100.0
General relief	9	32	2,117	+26.8	29,726	+23.9	98.9
Aid to veterans	9	14	141	+7.6	615	+8.1	2.1
Special types of assistance	9	9	103	-1.9	2,009	-1.3	7.0
Old-age assistance ⁵	9	9	1,880	+30.1	26,982	+27.0	89.8
Aid to the blind ⁶	9	9	1,253	+38.8	15,620	+37.6	52.0
Aid to dependent children ⁶	9	9	58	(?)	827	(?)	2.7
Emergency subsistence payments ⁶	9	9	569	+15.7	10,535	+15.0	35.1
Private relief	5	9	2	(?)	30	(?)	0.1
			93	(?)	327	(?)	1.1

See footnotes at end of table.

Table 2.—Relief in rural and town areas for the month of December 1937—Continued

[Data Reported to Social Security Board by State agencies for 385 rural and town areas in 36 States]¹

Type of assistance	Relief in rural and town areas, December 1937							
	Counties and towns with agencies reporting	Agencies reporting ²	Cases receiving relief		Obligations incurred for payments to cases			Average amount per case
			Number	Percentage increase (+) or decrease (-) from November 1937	Amount	Percentage increase (+) or decrease (-) from November 1937	Percentage distribution of total by type of assistance	
TEXAS (26 COUNTIES)—Total	26	101	11,784	+1.9	\$154,942	-1.4	100.0	\$13.15
Public assistance, total	26	94	11,490	-0.8	154,591	-1.5	99.8	13.45
General relief	21	22	463	+5.2	3,982	-17.5	2.6	8.80
Aid to veterans	22	22	471	-1.3	12,600	-1.2	8.1	26.75
Special types of assistance	26	26	10,542	-1.0	137,758	-0.9	88.9	13.07
Old-age assistance ³	26	26	10,542	-1.0	137,758	-0.9	88.9	13.07
Aid to the blind								
Aid to dependent children								
Emergency subsistence payments ⁴	24	24	14	(?)	251	(?)	0.2	(?)
Private relief	5	7	294	+182.7	351	+80.0	0.2	1.19
UTAH (5 COUNTIES)—Total	5	14	1,443	+13.6	39,203	+7.2	100.0	27.17
Public assistance, total ⁵	5	14	* 1,443	+13.6	39,203	+7.2	100.0	27.17
General relief	5	9	366	+55.7	6,000	+20.9	15.3	16.30
Special types of assistance	5	5	1,238	+3.5	32,905	+3.8	83.9	26.35
Old-age assistance ⁶	5	5	949	+4.1	24,281	+4.2	61.9	23.80
Aid to the blind ⁷	5	5	29	(?)	783	(?)	2.0	(?)
Aid to dependent children ⁸	5	5	260	+2.0	7,841	+2.7	20.0	30.18
Emergency subsistence payments ⁹	5	5	16	(?)	298	(?)	0.8	(?)
Private relief								
VIRGINIA (13 COUNTIES)—Total	13	45	1,853	+6.3	13,542	+7.6	(12)	7.31
Public assistance, total	13	37	1,819	+5.8	13,416	+7.6	(12)	7.36
General relief	13	14	1,510	+6.3	9,973	+9.3	6.60	
Aid to veterans	13	13	295	-0.3	3,231	-1.4	(12)	10.95
Special types of assistance								
Old-age assistance								
Aid to the blind								
Aid to dependent children								
Emergency subsistence payments ¹⁰	10	(18)	10	(18)	212	(12)	(12)	(10)
Private relief	8	8	34	(?)	126	(?)	(12)	(9)
WASHINGTON (6 COUNTIES)—Total	6	19	4,949	+9.3	118,223	+12.0	100.0	23.80
Public assistance, total ¹¹	6	16	* 4,819	+8.4	117,632	+11.7	99.5	24.41
General and veterans ¹²	6	10	2,048	+24.8	41,386	+41.0	35.0	20.21
Special types of assistance	6	6	3,115	-0.1	75,329	(10)	63.7	24.18
Old-age assistance ¹³	6	6	2,518	+0.1	56,527	+0.6	47.8	22.45
Aid to the blind ¹⁴	6	6	66	(?)	2,296	(?)	1.9	34.79
Aid to dependent children ¹⁵	6	6	531	-1.5	16,506	-2.4	14.0	31.00
Emergency subsistence payments ¹⁶	6	6	30	(?)	917	(?)	0.8	(?)
Private relief	2	3	120	(?)	591	(?)	0.5	4.55
WEST VIRGINIA (4 COUNTIES)—Total	4	10	2,780	+11.6	35,903	+6.4	100.0	12.91
Public assistance, total ¹⁷	4	8	* 2,701	+12.0	35,259	+7.0	98.2	13.65
General relief	4	4	1,290	+31.1	12,414	+27.6	34.6	9.62
Special types of assistance	4	4	1,421	-1.1	22,774	-1.5	63.4	16.88
Old-age assistance ¹⁸	4	4	932	-1.0	12,989	-1.6	36.2	13.94
Aid to the blind ¹⁹	4	4	42	(?)	746	(?)	2.1	(?)
Aid to dependent children ²⁰	4	4	447	-1.8	9,039	-1.8	25.1	20.22
Emergency subsistence payments ²¹	4	4	3	(?)	71	(?)	0.2	(?)
Private relief	1	2	79	(?)	644	(?)	1.8	8.15
WISCONSIN (8 COUNTIES)—Total	8	32	5,605	+11.9	112,510	+13.8	100.0	19.76
Public assistance, total ²²	8	26	* 5,447	+12.8	111,178	+13.6	98.8	20.41
General and veterans ²³	8	13	1,796	+40.4	33,463	+49.3	29.7	18.65
Special types of assistance	8	8	4,026	+1.9	74,103	+2.2	65.9	18.41
Old-age assistance ²⁴	8	8	3,176	+2.0	52,286	+2.3	46.5	16.46
Aid to the blind ²⁵	8	8	136	+3.0	2,775	+1.7	2.5	20.40
Aid to dependent children ²⁶	8	8	714	+1.3	19,042	+2.1	16.9	26.87
Emergency subsistence payments ²⁷	8	8	191	+24.8	3,612	+24.3	3.2	18.91
Private relief	4	6	248	-4.6	1,332	+33.2	1.2	5.87

¹ Data obtained from sample counties are believed to be representative for rural and town areas of the United States. Data for individual States, however, may not be entirely representative of individual types of assistance within the States. Figures for States are presented primarily for the use of persons interested in the details of case loads and obligations incurred for payments to cases.

² Includes identical agencies reporting for both months, and agencies beginning operations for the first time in December.

³ Sum of public and private agencies does not equal total number of agencies because one agency administered both public and private relief.

⁴ Eliminates duplication in the count of cases receiving more than one type of public assistance.

⁵ Aid to veterans for all States except New York and South Carolina is shown in separate line in the United States total. Aid to veterans in New York is included with general relief as the data are not reported separately; in South Carolina data are reported on an annual basis only. In State totals aid to veterans, when reported, is included with general relief, except for 13 southern States. The inclusion of relatively small amounts of aid to veterans with amounts for general relief does not affect materially the average amount of relief per case for the latter type of assistance.

⁶ Emergency subsistence payments to farmers under the Farm Security Administration. Does not include loan clients. Data for November and December are estimated.

⁷ Percentage not computed on a base of fewer than 100 cases.

⁸ Average not computed for fewer than 50 cases.

⁹ Administering this type of public assistance under a State plan approved by the Social Security Board.

¹⁰ Less than 0.05 percent.

¹¹ Aid to veterans reported on annual basis only.

¹² Percentage distribution not shown when amounts of relief are not available for any one type of assistance.

¹³ Data not available.

OLD-AGE INSURANCE

BUREAU OF RESEARCH AND STATISTICS · DIVISION OF OLD-AGE BENEFITS RESEARCH,
IN COOPERATION WITH THE
BUREAU OF OLD-AGE INSURANCE · ANALYSIS DIVISION

REVIEW OF THE MONTH

Although the enormous task of assigning account numbers to the workers covered by old-age insurance has been accomplished, the problem of recordkeeping for approximately 35 million potential beneficiaries has just begun. The listing of account numbers and all accompanying identifying information has been completed as a preliminary step necessary to the successful functioning of current operations. The actual recordkeeping has just recently been started.

This work is being carried on in Baltimore and must in all cases follow the receipt of tax returns forwarded to the Bureau of Internal Revenue by employers through the agency of the 65 separate revenue districts. The first of these forms to be received (called SS-2a's for operating purposes) covered the 6 months from January 1 to June 30, 1937. These returns are now being coded and the data punched on wage-record cards. By machine processes, the data punched on the cards are later transferred to individual ledger sheets—one of which is maintained for each recorded wage earner. The returns for the last 6 months of 1937 have not yet been turned over to the Board and will not be recorded for several months.

There is as yet no way of estimating the amount of the taxable wages reported, or the number of employers for whom the individual wage earners may have worked. There will be some delay before these and other interesting items will be available. Special summary cards and additional tabulations will be necessary before significant results are obtained. Meanwhile, the ground work for computing monthly benefits, as well as for the analytical studies which will aid in actuarial calculations, is being laid. The progress of the Baltimore office in these tasks was the subject of favorable comment by the Advisory Council at its meeting on February 18-19.

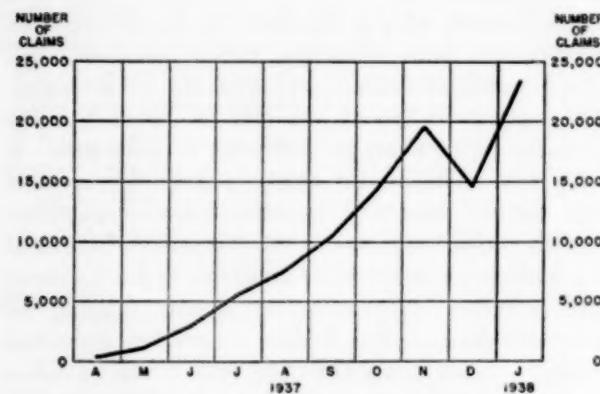
The fact that figures for taxable wages are not yet available through the Baltimore records has occasioned little delay in the payment of lump-

sum benefits. An alternative procedure has been instituted whereby the employer reports directly the wages subject to taxation, or an inquiry directed to the employer or employers elicits the necessary information. On the basis of these statements, claims are being paid at the rate of several thousand a month to those in covered employments who have reached 65 and to the estates of those who die before attaining 65. The number of such claims received in Washington totaled 89,190 at the end of January 1938. Although the average payment is still small it will grow steadily for many years. Even after the regular monthly benefits become payable, starting with 1942, under the law as it now stands a considerable number of workers or their estates will receive lump-sum payments ranging in amounts from a few dollars to several thousand dollars. Such lump-sum payments will be made under the following conditions: (1) If a worker dies before attaining the age of 65, 3½ percent of his total "wages," as defined in the Social Security Act, will be paid to his estate or relatives; (2) if a worker dies while receiving monthly benefits and if the total monthly benefits paid him do not equal 3½ percent of total wages, the difference will be paid to his estate or relatives; (3) if a worker has not been employed on 1 day in 5 separate years after December 31, 1936, or has not received total wages of \$2,000 or more, 3½ percent of his total wages will be paid him in a lump sum when he reaches the age of 65.

The rapid increase in the number of claims certified is indicated in the accompanying chart. The nature of the distribution of the amounts of claims about their average, which at the end of January 1938 was \$26.35, indicates that a considerable proportion of these are still very small. It is estimated that a fairly large number of the potential claimants are still failing to file claims, either because they are uncertain as to how to proceed or else because the amounts seem too

small to justify the effort. There has been an increase in the ratio of death payments to lump-sum payments at age 65, which may be attributed in part to the increase in unemployment. It is generally recognized that the employer has been instrumental in helping the worker apply for his lump-sum payment. When, therefore, the worker is out of a job at the time he reaches 65 he is less likely to act promptly and effectively. The efforts of the regional directors and field officers in acquainting the beneficiaries with their rights are gradually changing the situation, which is characteristic of a new program.

Chart I.—Number of old-age insurance claims certified for payment, by months, April 1937 through January 1938



Meanwhile, the decline in employment has been reflected in a drop in pay-roll taxes received by the Treasury. The figures first issued for November and December 1937 in the Daily Treasury Statement were abnormally large because of the lumping of carriers' taxes with social security taxes

under title VIII. In later reports, however, a distinction has been made in revenues from the separate sources. The result is a decline, not proportional to the drop in pay rolls reported by the Bureau of Labor Statistics but still substantial.

Cumulative transfers to the reserve account still exceed tax receipts, and sums invested in 3-percent certificates have increased steadily. The total recorded in the Daily Treasury Statement of February 10 is \$554.1 million. Public discussion of the reserve account reflected in press comments has declined.

Several bills relating to this subject have been introduced in Congress. The problem, among others, was discussed in the most recent sessions of the Advisory Council. This body, which has been conferring at regular intervals since it was convened in November 1937, has considered many reports and proposals in the course of its investigations. After the Interim Committee had conferred with the Subcommittee of the Senate Finance Committee and reported back to the Council, it was announced that the Council was not convinced that "immediate change is of greater importance than mature analysis." As a result of this decision, the members urged that still further information and data be prepared for them and alternative possibilities be thoroughly explored in later conferences.

Mr. LeRoy Hodges, Director of the Bureau of Old-Age Insurance, recently tendered his resignation to assume his duties as Comptroller of the State of Virginia, and Mr. John J. Corson, formerly Assistant Executive Director of the Social Security Board, has been designated as Acting Director of the Bureau.

CLAIMS FOR OLD-AGE BENEFITS

The average payment of claims under the lump-sum benefits provisions of title II of the Social Security Act is continuing to increase in size. As indicated in the statement of the Treasury Department, checks issued for benefit payments prior to January 31, 1938, amounted to \$1,886,885.06. These payments include lump-sum benefits to eligible individuals who have attained age 65 and payments to the estates or relatives of deceased wage earners. Monthly benefits will not be payable until January 1, 1942.

A total of 89,190 claims for old-age benefits had

been received in Washington by the Board through January 31, 1938. Of these claims, 76,775 had been certified to the Treasury for payment as of that date. This percentage of certification (86.1 percent) is the highest that has been reached at any time since claims were first received by the Board beginning in January 1937.

Of the 89,190 claims received, 42,876 were life claims. Of these, 38,218 or 89.1 percent had been certified to the Treasury. Of 46,314 death claims received, 38,557 or 83.3 percent had been certified to the Treasury as of January 31, 1938.

The average payment of \$31.68 for the month of January raises to \$26.35 the average for all claims paid up to the end of the month. There was no marked difference between the average size of the two types of lump-sum payments for the entire period prior to January 31, 1938.

The trend in the number of claims received is

shown by the following table:

	Month	Number of claims received in Washington
1937:	July	4,510
	August	6,209
	September	6,623
	October	8,260
	November	13,466
	December	20,683
1938:	January	19,419

Table 1.—Old-age insurance: Number of claims for lump-sum payments received in Washington, and number of claims and average payment certified to the Secretary of the Treasury by the Social Security Board, during the month of January 1938, by States¹

State	Total claims for lump-sum payments			Claims for lump-sum benefits at age 65			Claims for death payments		
	Number of claims received	Number of claims certified	Average payment certified	Number of claims received	Number of claims certified	Average payment certified	Number of claims received	Number of claims certified	Average payment certified
Cumulative to Jan. 31	89,190	76,775	\$26.35	42,876	35,218	\$26.06	40,314	33,557	\$26.64
Total for January	19,419	23,538	31.68	8,403	10,812	31.94	11,016	12,726	31.46
Alabama	352	234	24.51	82	86	25.59	270	148	23.88
Alaska	1	7	37.39	0	4	21.54	1	3	58.54
Arizona	42	64	25.29	15	19	14.99	27	45	29.64
Arkansas	170	100	21.59	68	31	23.20	102	69	20.86
California	939	1,121	32.20	353	427	31.09	586	694	32.59
Colorado	114	157	37.18	45	84	36.02	60	73	38.52
Connecticut	444	556	33.38	255	322	34.38	189	234	33.19
Delaware	49	70	33.97	23	33	36.51	26	37	31.70
District of Columbia	97	96	33.02	44	44	34.49	53	52	31.77
Florida	162	125	22.89	43	54	22.67	119	71	23.06
Georgia	313	229	23.60	56	95	24.82	257	134	22.74
Hawaii	11	36	17.29	6	26	13.78	5	10	26.44
Idaho	56	51	28.01	20	28	26.43	27	23	29.93
Illinois	1,411	1,930	32.49	611	759	33.11	800	1,171	32.10
Indiana	616	811	31.01	277	351	30.31	339	460	31.54
Iowa	181	206	29.51	101	116	28.29	80	90	31.08
Kansas	231	223	26.25	120	117	28.57	111	106	23.70
Kentucky	322	341	26.58	99	123	26.24	223	218	26.77
Louisiana	173	224	28.57	59	76	29.48	114	148	28.10
Maine	145	190	25.61	86	127	24.08	59	63	28.71
Maryland	309	349	33.76	123	152	33.82	186	197	33.71
Massachusetts	995	1,212	34.48	587	718	34.77	408	494	34.06
Michigan	939	1,094	32.35	355	424	30.49	584	670	33.53
Minnesota	174	259	32.48	91	130	34.45	83	120	30.10
Mississippi	96	52	22.74	20	23	18.94	76	29	25.75
Missouri	550	601	32.28	245	295	29.67	305	306	34.79
Montana	61	101	38.27	34	46	40.05	27	55	36.77
Nebraska	66	76	35.85	29	45	28.26	37	31	46.86
Nevada	33	35	22.19	10	13	18.10	23	22	24.56
New Hampshire	92	119	28.38	47	58	25.01	45	61	31.59
New Jersey	926	1,144	39.24	443	523	39.05	483	621	39.41
New Mexico	27	32	26.06	10	14	33.14	17	18	20.55
New York	2,120	2,768	35.11	1,034	1,405	35.74	1,086	1,363	34.45
North Carolina	457	524	20.75	127	141	25.08	330	383	19.18
North Dakota	9	10	26.48	3	3	35.74	6	7	22.51
Ohio	1,587	2,060	31.69	663	947	31.64	924	1,113	31.74
Oklahoma	170	159	28.31	74	65	26.71	96	94	29.41
Oregon	157	186	30.24	81	110	27.45	76	76	34.28
Pennsylvania	2,034	2,929	22.32	1,032	1,452	32.42	1,002	1,477	32.22
Rhode Island	162	229	35.59	83	118	34.23	79	111	32.91
South Carolina	242	111	17.31	32	58	17.31	210	53	17.31
South Dakota	10	19	31.94	1	5	39.89	9	14	29.10
Tennessee	322	221	24.21	80	103	23.70	242	118	24.65
Texas	514	617	27.38	213	266	24.31	301	351	29.70
Utah	71	79	32.90	17	31	30.10	54	48	34.71
Vermont	63	74	27.19	33	35	26.45	30	30	27.86
Virginia	381	362	24.00	123	143	28.75	238	249	21.27
Washington	280	342	28.41	124	150	28.00	156	192	28.72
West Virginia	259	363	27.02	87	116	27.49	172	247	26.80
Wisconsin	440	567	33.82	211	269	36.79	229	298	31.15
Wyoming	26	29	24.27	14	20	25.52	12	9	21.48
Foreign ²	18	14	32.92	5	3	29.09	13	11	33.96

¹ All claims that have been received to date are those which are satisfied under the provisions of title II by a lump-sum payment amounting to 3½ percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942.

² Claims received in Baltimore from persons in foreign countries.

OLD-AGE RESERVE ACCOUNT

The Social Security Act (sec. 201) authorizes the Secretary of the Treasury to estimate the appropriation to the old-age reserve account for each fiscal year of "an amount sufficient as an annual premium to provide" for the old-age benefit payments required under title II. These estimates are presented to Congress along with other budget estimates. After the appropriation for the fiscal year has been duly authorized by Congress, a portion of the yearly appropriation is transferred each month to the old-age reserve account, and such portions as are not required to meet current claims are invested.

The sum of \$265 million was appropriated to the reserve account in the First Deficiency Appropriation Act approved June 22, 1936. On the first of each month from January through June 1937 amounts were transferred from the appropriation to the account. The amounts so transferred were \$45 million in January, March, April, and May; \$45.1 million in February; and \$39.9 million in June.

For the fiscal year 1937-38, \$500 million was appropriated (Treasury-Post Office Appropriation Act). On July 1, 1937, \$42 million was transferred to the old-age reserve account; on the 1st day of August, September, October, and November, \$41 million was transferred; on December 1, \$43 million; and on January 1, 1938, \$41 million.

A total of \$555 million has been transferred to the reserve account since January 1937.

The investment of the money in the account, as required by the Social Security Act, is in interest-bearing obligations of the United States or in interest-bearing obligations for which both principal and interest are guaranteed by the United States. Such investment may be made in regular obligations or special obligations issued exclusively for the account. So far this investment has been in a special series of 3-percent Treasury notes, called the old-age reserve account series. As of January 31, 1938, the face amount of the notes maturing June 30, 1941, was \$264.9 million and of those maturing June 30, 1942, \$289.2 million.

Interest is credited to the account at the end of each fiscal year. As of June 30, 1937, interest to the amount of \$2,261,810.97 was received by the account and all except \$61,810.97 was invested.

Current benefits are paid out of the cash portion of the account held by the disbursing office. By January 31, 1938, vouchers to the amount of \$1,597,480.64 had been certified for benefit payments, and a cash balance of \$1,564,330.33 remained with the disbursing office. Further sums are made available to the disbursing office whenever needed. Table 2 shows the monthly progress of these benefit payments as well as other detail in the financing of the old-age reserve account.

Table 2.—Old-age reserve account

Month	Appropriation balance on 1st of month ¹	Transfers from appropriation to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for benefit payments	Benefit payments	Cash with disbursing officer at end of month
1937							
January	\$265,000,000	\$45,000,000		\$45,000,000		\$0.00	\$0.00
February	220,000,000	45,100,000		45,000,000	\$100,000.00	.00	100,000.00
March	174,900,000	45,000,000		45,000,000		.00	100,000.00
April	129,900,000	45,000,000		45,000,000		1,582.90	98,417.10
May	84,900,000	45,000,000		45,000,000		14,995.51	83,421.50
June	39,900,000	39,900,000	\$2,261,810.97	42,100,000	43,048.71	40,372.88	
July	500,000,000	42,000,000	(?)	41,000,000	1,061,810.97	75,457.49	1,026,686.30
August	458,000,000	41,000,000		41,000,000	99,610.83	927,075.53	
September	417,000,000	41,000,000		41,000,000	128,073.68	799,001.85	
October	376,000,000	41,000,000		41,000,000	249,481.61	549,520.24	
November	335,000,000	41,000,000		41,000,000	264,843.76	284,976.45	
December	294,000,000	43,000,000		41,000,000	2,000,000.00	400,652.23	1,584,324.35
1938							
January	251,000,000	41,000,000		41,000,000		319,993.92	1,564,330.33
Cumulative to January 31	210,000,000	555,000,000	2,261,810.97	554,100,000	3,161,810.97	1,597,480.64	1,564,330.33

¹ On books of Bookkeeping and Warrants Division of the Treasury Department. \$265,000,000 appropriated to old-age reserve account for fiscal year 1936-37, and \$300,000,000 for fiscal year 1937-38.

² \$61,810.97 of the interest earned during the first 6 months was held as an appropriation balance until July 1937, at which time it was transferred to the disbursing officer.

APPLICATIONS FOR EMPLOYEE ACCOUNT NUMBERS

During the period from November 24, 1936, when employee registration began, to January 31, 1938, 37,349,905 applications for employee account numbers (Forms SS-5) had been received by the Baltimore office of the Social Security Board. Of this number, 661,566 or 1.8 percent were received during January 1938.

The number of SS-5's received each month had been declining for several months; in January, however, there was an increase of 4.1 percent over December. Now that the major part of the task of enumeration has been completed, the fluctuations from month to month in the number of applications may be considerable, but they will be small compared to the total cumulated from the beginning. The figures for the last 7 months are given below:

Month	Applications received	Percentage change from previous month
1937: July	1,907,746	-15.3
August	1,501,504	-16.6
September	1,054,643	-33.7
October	851,845	-19.2
November	685,857	-19.5
December	635,617	-7.3
1938: January	661,566	+4.1

The number of SS-5's originating in different States and regions varies considerably from month to month and probably has little significance at the present time. There are indications in the distribution of new applications that some regions are still filling in gaps in the original enumeration, although from now on the new account numbers are likely to represent for the most part new entrants into the labor market. In January, Region VII (Alabama, Florida, Georgia, Mississippi, South Carolina, and Tennessee) accounted for the largest number of new applications. Region II (New York), with 5,171,391 applications, has the highest accumulated total to date. Region III (main office in Philadelphia), with 4,750,673, is second only to New York in the number of applications received to date.

Now that the initial registration is, for the most part, complete, it is hoped that monthly accretions will have a significant bearing on our knowledge of that part of the working population covered by the old-age benefits provisions of the

Table 3.—*Applications for employee account numbers as of Jan. 31, 1938*

State	Number of applications	
	Cumulative to January 31	Month of January
Total	37,349,905	661,566
Alabama	501,601	19,120
Alaska	16,173	209
Arizona	127,263	4,543
Arkansas	244,580	5,526
California	2,367,965	43,877
Colorado	288,884	4,309
Connecticut	636,364	6,488
Delaware	84,578	1,080
District of Columbia	232,867	7,106
Florida	520,356	19,604
Georgia	642,154	15,773
Hawaii	122,696	1,258
Idaho	117,577	2,340
Illinois	2,691,594	27,488
Indiana	1,011,009	10,504
Iowa	473,639	8,699
Kansas	378,457	7,594
Kentucky	532,048	21,995
Louisiana	475,902	16,789
Maine	249,940	4,991
Maryland	527,786	11,140
Massachusetts	1,616,240	10,744
Michigan	1,772,142	22,396
Minnesota	632,705	12,355
Mississippi	263,481	9,098
Missouri	989,068	22,045
Montana	133,171	3,289
Nebraska	248,129	4,666
Nevada	34,745	829
New Hampshire	162,161	2,476
New Jersey	1,390,396	15,273
New Mexico	84,921	2,076
New York	5,171,391	68,697
North Carolina	741,325	12,021
North Dakota	82,233	1,961
Ohio	2,225,965	28,027
Oklahoma	500,775	13,990
Oregon	300,409	7,714
Pennsylvania	3,275,759	53,950
Rhode Island	276,625	2,989
South Carolina	387,751	8,711
South Dakota	95,378	2,266
Tennessee	585,716	16,199
Texas	1,480,962	50,270
Utah	137,655	3,193
Vermont	88,096	1,601
Virginia	558,185	12,020
Washington	520,423	8,131
West Virginia	502,070	11,736
Wisconsin	779,795	11,492
Wyoming	59,719	888
Foreign ¹	1	0

¹ Received at the Baltimore office from person in foreign country.

act. The data now available from the applications for account numbers, however, do not furnish definite information as to the employment status of the persons concerned, or their number. Although duplication is evident in only a very small percentage of the total, there is the possibility that changes in name and other identifying information have concealed many of the cases in which one individual has received more than one number.

Account numbers have been issued freely to those who have applied for them. Some of the

applicants have been working in excluded industries, some have been unemployed, and some have been employed on WPA projects. Furthermore, after the first months of registration, account numbers were given out to a considerable number

of applicants who were over 65. The wage records will narrow the margin of interpretation of these figures, and the study of applications distributed according to age, color, and sex will also help to define the characteristics of this group.

FEDERAL OLD-AGE BENEFITS COMPUTER

The computer chart shows the monthly benefits payable after age 65 for any given amount of recorded wages between \$2,000 and \$129,000. It also illustrates the various durations of covered employment which would be required at each of the monthly or weekly wage rates (shown on the left and right-hand scales) in order to qualify for any given amount of benefits.

The chart will aid covered persons in ascertaining the approximate level of monthly benefits which their present earning rates will afford if these rates are projected through to age 65. It should also prove useful in analysis of the benefit levels of various wage groups. The assumption of fixed and full-time wage averages for entire groups is common practice in working out certain problems, and this computer will facilitate a comparison of the average benefits accruing to different income categories or groups.

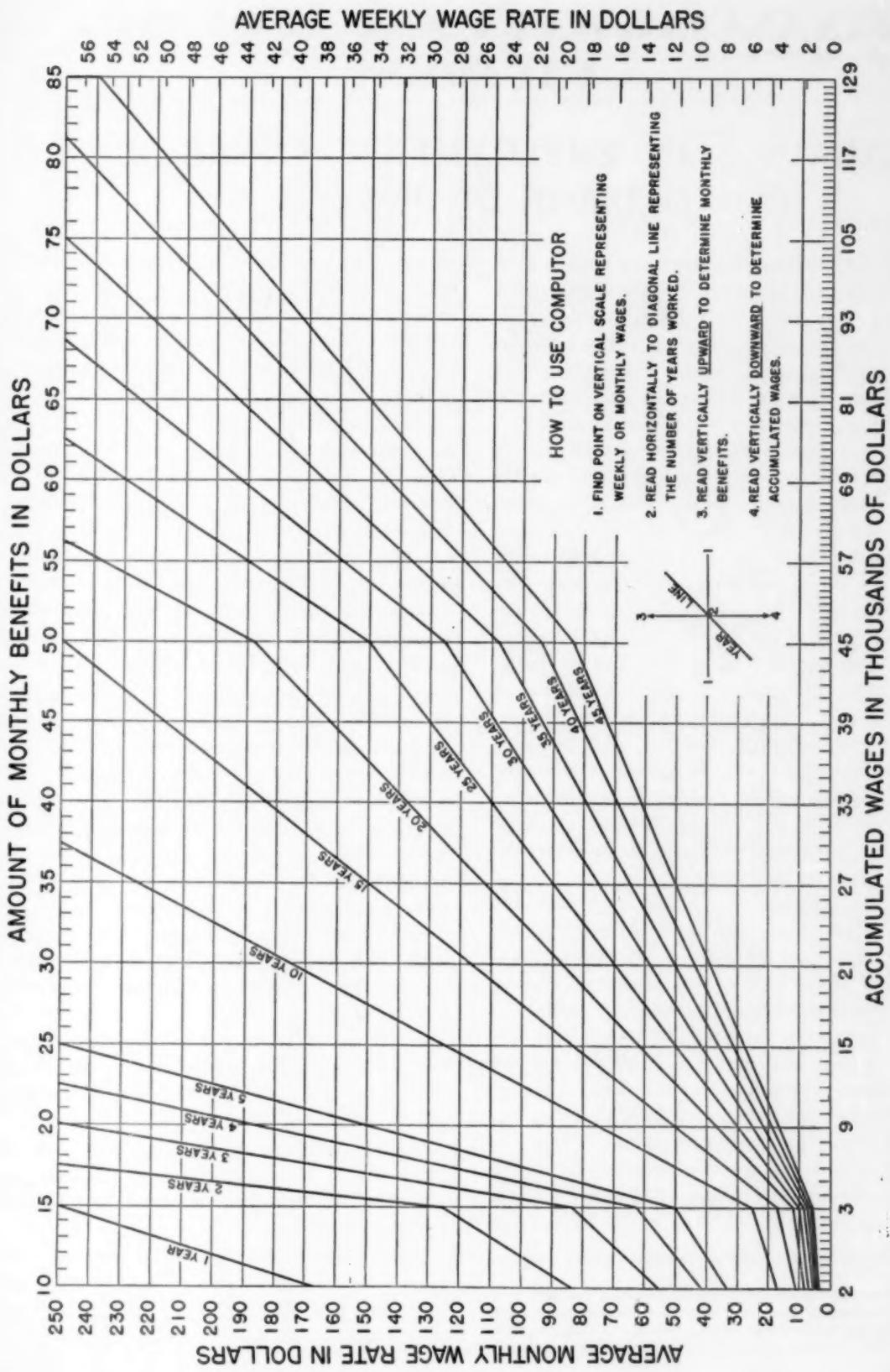
Any attempt to estimate benefits in the future calls for assumptions as to earnings which are somewhat unreal. If actual weekly or monthly wages are used, some allowance should be made for the different rates of earning received over an entire lifetime and for periods of interrupted employment or employment in noncovered occupations, so as to give an *average wage rate* for the entire working period. Subject to these limita-

tions, the chart may be used to determine the approximate amount of a worker's annuity on the basis of anticipated wage levels.

Three different "zones" may be distinguished on the chart, each of which is characterized by a different slope of the year lines. These diagonals represent the rates at which additional increments of wages bring about increases of benefits under the act. The provision for monthly benefit in the present law calls for three different ratios: $\frac{1}{2}$ of 1 percent upon the first \$3,000 of total wages, $\frac{1}{2}$ of 1 percent upon the next \$42,000, and $\frac{1}{4}$ of 1 percent upon the remainder, but not to yield a benefit exceeding \$85 per month.

The procedure used in determining the monthly rate of benefits may be shown by an example. For instance, if a person assumes that he will earn, on the average, wages of \$23 a week or \$100 a month for 25 years, he takes 23 on the right or 100 on the left-hand scale and moves in to the 25-year diagonal line. From the point of intersection he reads vertically *up* to benefit payments of \$37.50 a month. For total recorded wages he reads vertically *down* from the point of intersection to \$30,000. He also finds that the same amount of wages may be accumulated and equal benefits earned by working 10 years at \$250 a month, 45 years at \$55 a month, and so forth.

FEDERAL OLD-AGE BENEFITS COMPUTER



FINANCIAL DATA AND ECONOMIC FACTORS*

EARNINGS IN EMPLOYMENTS COVERED BY OLD-AGE INSURANCE¹

Estimates for national income have been issued annually by the Department of Commerce since 1934. Now, for the first time, comparable figures are made available on a monthly basis in the *Survey of Current Business*, February 1938. Using the basic data for this series and the same general method, a parallel series has been developed to show monthly estimates of earnings in employments now covered by the old-age benefits title of the Social Security Act. This series takes account of the specified exclusions and inclusions and is extended back several years before the passage of the Social Security Act in order to give some perspective to recent fluctuations. An index based partly on these data and taking account of new material as it becomes available can be kept up to date and made available at frequent intervals. At a later date a third series, based on wages actually recorded, can be compared with these estimates to give a more complete picture of the earnings of future beneficiaries. These records of wages will never show earnings on a monthly basis and will have to be corrected for various types of lags and carry-overs.

There are a number of reasons why it is not possible to adjust these estimates perfectly to the conditions prescribed for old-age insurance coverage. One of these is the fact that there is no satisfactory way of eliminating wages in excess of \$3,000 per year, the limit above which earnings received in a year from any one employer are not counted toward benefits under the act. Another reason is the fact that wages of those over the age of 65 are included in these estimates. There are also a number of excepted employments for which it is difficult to make the proper allowances. Even granted these limitations, however, the figures can

be taken as reasonably representative and can be readjusted from time to time to take account of further statistical information or amendments to the act. The method used is sufficiently flexible to permit later corrections as these become desirable.

The figures are derived by deleting from the compensation of all employees the earnings of those in industries not covered by the old-age benefits provisions of the Social Security Act. The totals have been obtained by adding estimates for the component parts of each category as estimated each month. In order to check these calculations, which are admittedly approximations with considerable margins of error, the tax returns for 1937 were taken into account. Here a different set of factors has to be borne in mind, including some delay in the public understanding of the program in the early months and an undetermined percentage of delinquency, as well as the differences already alluded to in taxable wages as contrasted with total earnings. The estimates based on taxes actually paid, without adjustments for these factors, are a little more than 5 percent below those based on the Department of Commerce figures adjusted in accordance with the statistical approach here indicated, by deducting the total estimates of noncovered industrial groups from a more inclusive total. The correspondence is close enough to bear out the assumptions made here and to warrant further use of these figures for the limited purposes for which they are intended.

Having considered the scope and reliability of these data, it is interesting to compare the quantitative relationship of the theoretically covered and taxable incomes to the total for covered and noncovered employments. There is apparently considerable change from year to year, but the amount of earnings in covered employments is, on the whole, a higher proportion of the total of covered and noncovered wages

* Prepared in the Bureau of Research and Statistics, Division of Old-Age Benefits Research.

¹ Mr. Nathan and Mr. Cone of the Division of Economic Research, U. S. Department of Commerce, have made available to the Old-Age Benefits Research Division the figures and procedures necessary in computing these indexes. They have also aided generously in other ways in the preparation of this material.

Table 1.—Estimated amount and index of wages and salaries of employees:¹ All wages and salaries in the United States, total received by workers in employments covered by the old-age benefits provisions of the Social Security Act, and total received by workers in noncovered employments, by months, January 1929 to date

[Dollar amounts in millions; index based on monthly average of 1929=100]

Year and month	Wages and salaries of—			Index of wages and salaries of—			Year and month	Wages and salaries of—			Index of wages and salaries of—		
	All employees	Employees in covered employments	Employees in non-covered employments	All employees	Employees in covered employments	Employees in non-covered employments		All employees	Employees in covered employments	Employees in non-covered employments	All employees	Employees in covered employments	Employees in non-covered employments
1929 total	\$51,340	\$38,447	\$12,893	100	100	100	1934 total	\$34,167	\$23,578	\$10,589	67	61	83
January	4,054	3,042	1,012	95	95	94	January	2,802	1,820	982	65	57	91
February	4,102	3,107	995	96	97	93	February	2,700	1,881	909	65	59	85
March	4,179	3,143	1,036	98	98	96	March	2,841	1,943	998	66	61	84
April	4,244	3,175	1,069	99	99	99	April	2,819	1,984	835	66	62	78
May	4,325	3,212	1,113	101	100	104	May	2,876	2,005	871	67	63	81
June	4,359	3,228	1,131	102	101	101	June	2,874	1,997	877	67	62	82
July	4,267	3,216	1,051	100	100	98	July	2,772	1,967	805	65	61	75
August	4,312	3,273	1,039	101	102	97	August	2,795	1,982	813	65	62	76
September	4,412	3,310	1,102	103	103	103	September	2,833	1,964	869	66	61	81
October	4,496	3,325	1,171	105	104	109	October	2,936	2,010	926	69	63	86
November	4,330	3,224	1,106	101	101	103	November	2,906	1,990	916	68	62	85
December	4,260	3,192	1,068	100	100	99	December	2,924	2,036	888	68	64	83
1930 total	47,203	34,934	12,269	92	91	95	1935 total	36,700	25,458	11,242	71	66	87
January	4,049	3,037	1,012	95	95	94	January	2,921	2,024	897	68	63	83
February	4,021	3,031	990	94	95	92	February	2,950	2,071	879	69	65	82
March	4,042	3,023	1,019	94	94	95	March	2,986	2,096	890	70	65	83
April	4,079	3,032	1,047	95	95	97	April	3,022	2,099	923	71	66	86
May	4,094	3,014	1,080	96	94	101	May	3,035	2,084	951	71	65	89
June	4,067	2,991	1,076	95	93	100	June	3,043	2,090	953	71	65	89
July	3,876	2,892	984	91	90	92	July	2,941	2,070	871	69	65	90
August	3,810	2,882	968	89	89	89	August	2,988	2,115	873	70	66	91
September	3,880	2,850	1,030	91	89	96	September	3,111	2,173	938	73	68	87
October	3,894	2,823	1,071	91	88	100	October	3,209	2,205	1,004	75	69	93
November	3,737	2,718	1,019	87	85	95	November	3,200	2,187	1,013	75	68	94
December	3,653	2,670	983	85	83	91	December	3,295	2,245	1,050	77	70	98
1931 total	39,728	28,638	11,090	77	74	86	1936 total	41,741	28,484	13,257	81	74	103
January	3,433	2,510	923	80	78	86	January	3,227	2,178	1,049	78	68	98
February	3,431	2,525	906	80	79	84	February	3,268	2,209	1,059	76	69	99
March	3,470	2,530	940	81	79	87	March	3,352	2,264	1,088	78	71	101
April	3,471	2,510	961	81	78	89	April	3,401	2,294	1,107	79	72	103
May	3,467	2,488	979	81	78	91	May	3,463	2,328	1,135	81	73	106
June	3,429	2,447	982	80	76	91	June	3,498	2,355	1,143	82	74	106
July	3,261	2,376	885	76	74	82	July	3,413	2,362	1,051	80	74	98
August	3,194	2,337	857	75	73	80	August	3,451	2,409	1,042	81	75	97
September	3,219	2,300	919	75	72	86	September	3,562	2,437	1,125	83	76	105
October	3,213	2,259	964	75	71	89	October	3,689	2,512	1,177	86	78	110
November	3,103	2,192	911	73	68	85	November	3,682	2,534	1,148	86	79	107
December	3,037	2,164	873	71	68	81	December	3,735	2,602	1,133	87	81	105
1932 total	31,032	21,502	9,530	60	56	74	1937 total	45,347	32,007	13,340	88	83	103
January	2,846	2,012	834	67	63	78	January	3,613	2,530	1,083	84	79	100
February	2,790	1,985	811	65	62	75	February	3,675	2,590	1,085	86	81	101
March	2,755	1,941	824	65	61	77	March	3,781	2,662	1,119	88	83	104
April	2,706	1,879	827	63	59	77	April	3,835	2,704	1,131	90	84	105
May	2,668	1,829	839	62	57	78	May	3,890	2,730	1,160	91	85	108
June	2,591	1,755	836	61	55	78	June	3,895	2,727	1,168	91	85	109
July	2,408	1,690	715	56	53	67	July	3,763	2,708	1,055	88	85	98
August	2,378	1,675	703	56	52	65	August	3,789	2,749	1,040	89	86	97
September	2,471	1,697	774	58	53	72	September	3,843	2,720	1,114	90	85	104
October	2,531	1,717	814	59	54	76	October	3,887	2,738	1,149	91	85	107
November	2,461	1,673	788	58	52	73	November	3,728	2,609	1,119	87	81	104
December	2,411	1,649	762	56	51	71	December	3,648	2,531	1,117	85	79	104
1933 total	26,349	20,656	9,293	57	52	72	1938 total	3,445	2,386	1,059	81	74	99
January	2,331	1,582	749	54	49	70	January	3,445	2,386	1,059	81	74	99
February	2,314	1,573	741	54	49	69							
March	2,259	1,507	752	53	47	70							
April	2,271	1,526	745	53	48	69							
May	2,341	1,562	779	55	49	73							
June	2,435	1,617	818	57	50	76							
July	2,349	1,657	692	55	52	64							
August	2,446	1,746	700	57	54	65							
September	2,579	1,810	769	60	56	72							
October	2,652	1,844	818	62	58	76							
November	2,627	1,812	815	61	57	76							
December	2,734	1,819	915	64	57	85							

¹ Wages and salaries include cash remuneration, tips, and payment in kind.

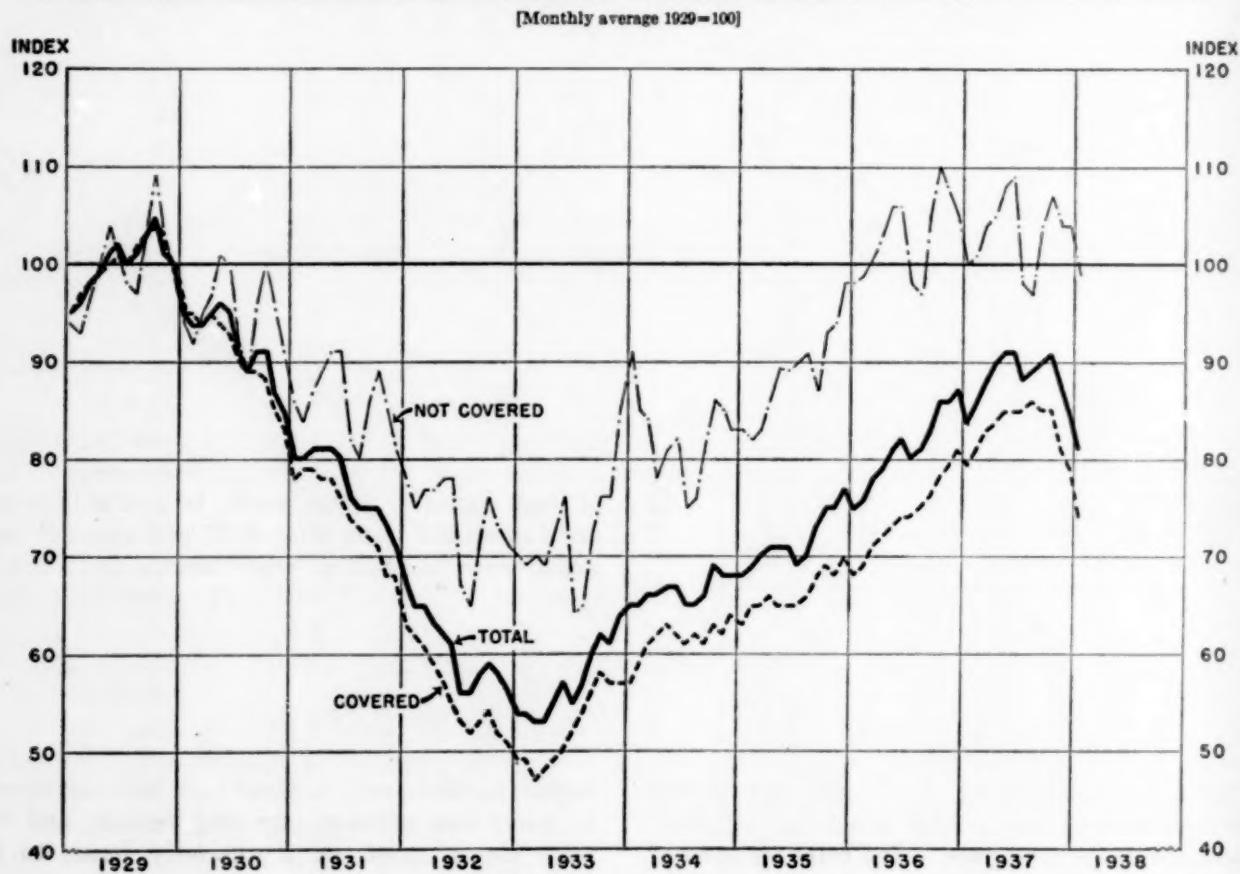
and salaries earned than was suggested occasionally in the early forecasts. The highest percentage ratio of earnings in the included employments to total earnings in the period examined is about 76 percent in February 1929. The portion of earnings in these employments drops to about 65 percent of the total in January 1934 and then rises to about 71 percent in December 1937. These relationships are especially striking in view of the fact that some 38 million employee account numbers have already been assigned as contrasted with expectations of 26 or 27 million at this stage in the development of the program. While it is known that those with account numbers are not necessarily employed or earning wages in covered employments, and while there may be a substantial number of persons with more than one account number, it is still probable that the large registration and the fact that a major part of the wage payments seem to be covered under

title VIII corroborate each other and suggest that the scope of the act may be broader than some have realized.

Changes of 14 percent in the proportion of wages in these special types of employment are reflected in the marked cyclical swings recorded by the curve in chart I. The index of covered earnings fluctuates widely and has failed to regain as much of the depression losses as has the index for the apparently more stable noncovered employments. It is evident from the chart that the rise and fall in the index for the total of covered and noncovered is almost entirely the result of the movements in the index for covered employments.

It is natural that this situation should prevail, in view of the exception from coverage of some of the more stable types of enterprise, such as rail transportation and Federal governmental services. It is also likely that fairly drastic declines in some of the lower-paid agricultural employments among

Chart I.—Index of wages and salaries: All employees, employees in employments covered by the old-age benefits provisions of the Social Security Act, and employees in noncovered employments, by months, 1929 to date



the noncovered are partially obscured by the relatively smaller declines in certain higher-paid occupations.

In contrast to this stability, however, the noncovered group is actually less steady from the point of view of seasonal fluctuations. Too much importance should not be attached to the difference in amplitude of variations in the two series. The high degree of seasonality in one case and the low degree in another may result in part from the procedure adopted in adjusting to the coverage provided under title VIII of the act. The reasons are not completely evident. There is a marked dip in the curve of noncovered earnings during the summer months each year, coinciding with the vacation period and caused in part by the decline in the figures for a broadly inclusive group in which are counted, among others, those in private educational institutions and workers in the employ of State and local governments. Though they do not bulk large in the total, the figures for educational institutions show a high ratio of change. The banks and certain miscellaneous covered employments are relatively stable. A more detailed analysis is not possible here.

It is not necessary to reproduce the changes in the several categories month by month, since they represent a step in the calculations rather than anything significant regarding types of employments. To show the nature of the distribution between covered employments, the following groups are listed with estimated earnings for January 1929.

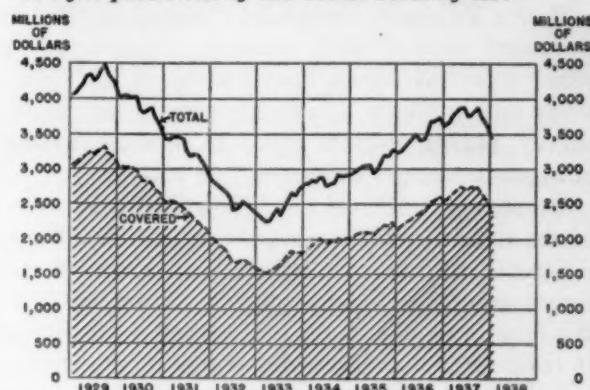
[Millions of dollars]

	Total	Covered	Noncovered
Total.....	\$4,054	\$3,042	\$1,012
Manufacturing, mining, and construction.....	1,482	1,482	0
Domestic service.....	149	0	149
Agriculture.....	74	0	74
Transportation and other public utilities.....	490	198	292
Trade and finance.....	787	748	39
Government service and others.....	1,072	614	458

All three indexes are based on the average for 1929 and, since the base year is at the beginning of the span, there is a natural tendency to spread apart as the base becomes more remote. It is perhaps surprising to note that the noncovered employments, including, of course, government service, seem to have held to about the 1929 level throughout the past year. The total for covered and noncovered employments, however, is con-

siderably under 1929. Later developments may indicate that there is some time factor bearing on the method of calculation which leads to an exaggeration of differences between employment categories. No conclusions on this point can be valid until a longer span of fluctuations is observed.

Chart II.—*Wages and salaries of all employees and of employees in employments covered by the old-age benefits provisions of the Social Security Act*



Mr. Nathan and Mr. Cone, who discuss the problem in their article in the *Survey of Current Business*, indicate the tentative nature of the figures. The limitations outlined, however, do not seem serious enough to invalidate their use pending the preparation of annual figures which are always published some months later. The delay is occasioned in part by the inclusion in the total of some figures available only annually and in part by efforts to correct and refine the monthly estimates. After the yearly figures are computed, the monthly figures are adjusted to take account of any significant changes. Similarly, these indexes can help to bridge the gap between the time when the old-age insurance provisions first came into effect in 1936, and the availability of wage reports. These are to be available only on a quarterly basis after 1937 and can not be issued until millions of wage records have been recorded. There will certainly be several months' delay necessitated by the lag in tax collections as compared to earnings, and in the posting of records as compared with the receipt of tax returns by the Bureau of Internal Revenue. Even when the regular reporting of wage data begins, methods such as those used here can serve to interpolate between reporting periods, and to refer wages, taxed on a quarterly basis, to a monthly work period.

UNEMPLOYMENT ESTIMATES

Current indicators of the volume of unemployment are of great interest in connection with the social security program in all its aspects. A census of unemployment is generally recognized as the most comprehensive and reliable method of determining the number of the unemployed. Such a count, undertaken in 1930 in connection with the Fifteenth Decennial Census, resulted in a record of 3,187,647 persons unemployed in April 1930. After an examination of the definitions and methods of enumeration used in the survey, several experts made an upward revision of approximately 1 million in this count.

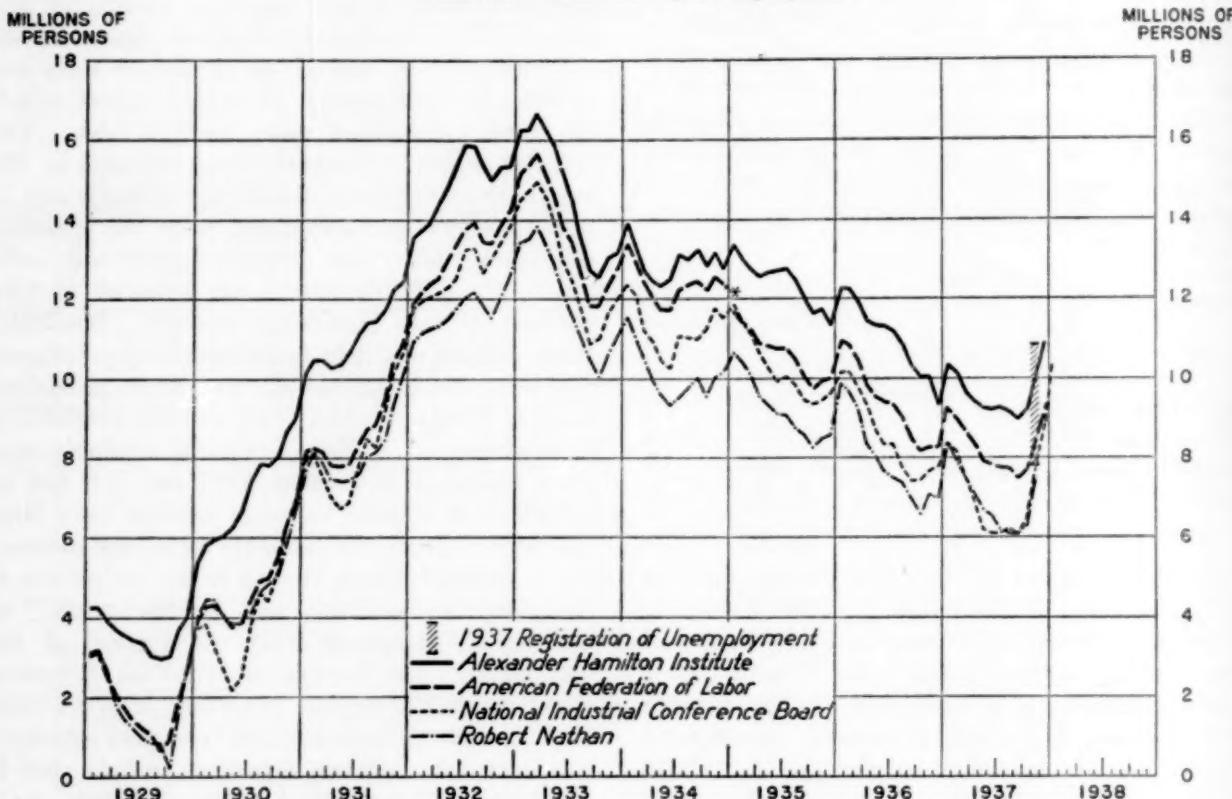
Because of a lack of any reliable periodic count of the unemployed, a comparison of a number of different estimates is advisable. Four of the recent estimates of unemployment are shown on the accompanying chart. The curves are similar in their general movement from month to month, partly because the same basic method was used in making the estimates. All take some account

of the 1930 census, the Bureau of Labor Statistics indexes of employment and pay rolls, and some Department of Commerce materials. They differ primarily in the assumptions made regarding the number of new workers added to the labor supply each year and in the extent of corrections introduced as a result of sample studies.

The recent voluntary Census of Unemployment which was conducted in November 1937 sets a new point of reference, but because of the inherent difficulties and uncertainties connected with a voluntary registration, the results of this survey must be interpreted in relation to other indicators. The total figures for this voluntary census correspond in a general way with the four series given here, inasmuch as the actual count of 7.8 million is interpreted as allowing a range of variation to 10.9 million in the number of persons wholly unemployed.

Further operations under the Social Security Act will, of course, result in important new information

Chart III.—Estimates of unemployment



*Revised January 1935 to date.

on the general employment situation. Even when the unemployment compensation plans are fully operative in all States, however, there will not be any direct information as to the number unemployed. Moreover, differences in coverage and in conditions of eligibility will preclude direct comparisons between States. The data on which

the accompanying chart is based are derived from the following sources:

Robert Nathan: Article in *International Labor Review*, January 1936, brought up to date.

American Federation of Labor: *American Federationist*, published monthly.

National Industrial Conference Board: Monthly releases.

Alexander Hamilton Institute: *Business Conditions Weekly*.

FINANCIAL DATA

Table 2.—*Federal appropriations and expenditures under the Social Security Act for the fiscal year 1936-37, and for the fiscal year 1937-38 as of Jan. 31, 1938*¹

Item	Fiscal year 1936-37		Fiscal year 1937-38	
	Appropriations	Expenditures to June 30, 1937 ²	Appropriations	Expenditures to Jan. 31, 1938 ³
ADMINISTRATIVE EXPENSES				
Social Security Board: Salaries and expenses, and wage records	\$30,749,700.00	\$15,433,916.68	\$10,483,350.00	\$10,427,771.18
Department of Commerce (Bureau of the Census): Salaries and expenses	299,000.00	101,844.48	25,000.00	2,624.20
Department of Labor (Children's Bureau): Salaries and expenses		295,198.61	306,000.00	208,616.60
Total, administrative expenses	31,048,700.00	15,830,959.77	10,814,350.00	10,639,012.07
GRANTS TO STATES				
Social Security Board:				
Old-age assistance	126,525,000.00	124,817,575.34	132,000,000.00	117,722,200.23
Unemployment compensation administration	29,000,000.00	9,133,785.16	19,000,000.00	26,449,981.70
Aid to dependent children	14,800,000.00	14,297,277.96	54,600,000.00	16,027,914.09
Aid to the blind	4,675,000.00	4,641,947.33	10,000,000.00	3,708,227.05
Total, Social Security Board	175,000,000.00	152,860,585.79	215,600,000.00	163,908,332.07
Department of Labor (Children's Bureau):				
Maternal and child-health services	2,820,000.00	3,114,583.93	3,700,000.00	2,542,105.11
Services for crippled children	2,150,000.00	2,120,921.53	2,800,000.00	1,748,979.90
Child-welfare services	1,200,000.00	980,490.68	1,475,000.00	965,768.00
Total, Department of Labor	6,170,000.00	6,215,996.14	7,975,000.00	5,256,853.01
Treasury Department (Public Health Service): Public-health work	8,000,000.00	7,810,415.33	8,000,000.00	6,220,086.03
Total, grants to States	189,170,000.00	166,925,997.26	231,575,000.00	175,385,271.11
Old-age reserve account (general fund) ⁴	265,000,000.00	265,000,000.00	500,000,000.00	290,000,000.00
Grand total	485,218,700.00	447,756,957.03	742,389,350.00	476,024,283.18

¹ This table follows the form used by the Treasury Department in reporting appropriations and expenditures pursuant to the provisions of the Social Security Act. Certain funds appropriated pursuant to the act are not included here because the Treasury does not segregate these funds from other funds appropriated for the same purposes. This is true of funds for vocational rehabilitation, for which there was appropriated under the Social Security Act \$841,000 for the fiscal year 1936-37 and \$1,800,000 for the fiscal year 1937-38 for grants to the States; and \$74,420 for 1936-37 and \$95,000 for 1937-38 for administration. In the fiscal year 1936-37, \$5,801,550 was appropriated to the Bureau of Internal Revenue for collection of taxes under titles VIII and IX. For 1936-37, \$31,800 was appropriated to the Treasury Department for salaries in connection with maintenance and development of the old-age reserve account (title II). The U. S. Public Health Service received appropriations of \$1,320,000 for 1936-37 and \$1,600,000 for 1937-38 for research and administration in addition to the sums for grants to the States shown on this table.

² On a checks-paid basis.

³ Expenditures made from 1935-36 appropriations, salaries and expenses, U. S. Bureau of the Census.

⁴ After transfer of funds to old-age assistance from appropriations for aid to dependent children and aid to the blind.

⁵ For a statement of the reserve fund status as of Jan. 31, 1938 (showing payments made and interest credited), see table 2, p. 78.

Source: Appropriations from the Office of Commissioner of Accounts and Deposits; expenditures from the Daily Treasury Statement.

Table 3.—Federal tax collections under titles VIII and IX of the Social Security Act, by internal revenue districts¹
[In thousands of dollars]

Districts in—	Collections in the fiscal year 1936-37			Collections in the fiscal year 1937-38 to Jan. 31, 1938			Cumulative collections to Jan. 31, 1938		
	Total, titles VIII and IX	Under title VIII ²	Under title IX ³	Total, titles VIII and IX ⁴	Under title VIII ² ⁴	Under title IX ³ ⁴	Total, titles VIII and IX ⁴	Under title VIII ² ⁴	Under title IX ³ ⁴
	\$256,180.2	\$198,340.4	\$57,839.8	\$373,864.7	\$340,938.8	\$32,925.8	\$630,044.8	\$539,279.2	\$90,765.6
All States									
Alabama	1,648.1	1,420.3	227.8	2,593.8	2,446.6	147.1	4,241.9	3,866.9	373.0
Arizona	412.7	366.8	46.0	591.4	572.2	19.2	1,004.1	938.9	65.2
Arkansas	885.6	508.8	376.8	1,105.5	921.7	183.9	1,991.1	1,430.4	560.7
California	13,310.0	11,423.0	1,887.0	21,118.6	20,205.2	913.3	34,428.6	31,628.2	2,800.4
Colorado	1,283.9	1,108.9	175.0	2,304.2	2,167.1	137.1	3,588.1	3,276.0	312.1
Connecticut	4,797.4	4,103.1	694.3	6,931.1	6,656.2	275.0	11,728.5	10,759.3	969.2
Delaware	1,598.7	1,129.8	468.9	2,186.1	1,881.6	304.6	3,784.9	3,011.4	773.5
Florida	2,360.9	1,368.0	962.9	2,414.1	1,931.6	482.5	4,775.0	3,329.6	1,448.4
Georgia	3,429.3	1,975.2	1,454.2	3,774.1	3,029.0	745.2	7,203.4	5,004.1	2,199.3
Hawaii	702.3	381.3	321.0	709.2	584.2	125.0	1,411.5	965.5	446.0
Idaho	391.5	340.5	51.0	753.2	700.6	52.6	1,144.7	1,041.1	108.8
Illinois	32,294.6	18,976.1	13,318.5	40,953.3	31,956.7	8,096.6	73,247.9	50,932.7	22,315.1
Indiana	4,151.9	3,632.6	519.3	6,545.2	6,167.7	377.5	10,697.1	9,800.3	896.5
Iowa	1,954.4	1,644.8	309.5	3,123.8	2,998.8	125.0	5,078.2	4,643.6	494.5
Kansas	1,740.5	932.9	807.6	2,203.6	1,680.0	523.6	3,944.1	2,612.9	1,331.2
Kentucky	1,822.2	1,449.2	373.1	2,869.6	2,647.3	222.3	4,691.9	4,006.5	665.4
Louisiana	1,591.9	1,366.4	225.4	2,542.3	2,400.1	142.2	4,134.2	3,766.5	367.7
Maine	889.8	785.7	104.1	1,465.1	1,405.1	59.9	2,354.9	2,109.0	164.0
Maryland (including District of Columbia)	4,170.7	3,421.8	748.9	6,355.6	5,853.0	502.5	10,526.3	9,274.8	1,251.4
Massachusetts	10,919.2	9,355.6	1,563.7	16,115.7	15,355.6	760.1	27,035.0	24,711.2	2,323.8
Michigan	14,114.4	12,352.6	1,761.9	23,906.6	23,364.7	541.9	38,021.0	35,717.2	2,301.8
Minnesota	3,702.5	2,789.7	912.9	5,471.2	5,070.5	400.7	9,173.7	7,860.2	1,313.8
Mississippi	479.3	426.5	52.9	828.9	806.4	22.5	1,308.3	1,232.9	73.4
Missouri	9,463.9	5,355.6	4,048.3	11,549.0	8,662.7	2,886.3	20,952.8	14,018.3	6,934.5
Montana	570.5	327.7	242.7	775.6	657.1	118.5	1,346.1	984.8	361.3
Nebraska	1,663.6	855.5	808.1	2,146.1	1,616.5	529.6	3,809.7	2,472.0	1,337.7
Nevada	409.8	286.0	123.2	507.9	444.5	63.4	917.7	731.0	184.8
New Hampshire	631.3	566.3	65.0	956.4	924.4	32.0	1,587.7	1,490.7	97.8
New Jersey	7,582.3	6,475.1	1,107.3	12,887.4	12,306.1	581.3	20,469.7	18,751.1	1,688.0
New Mexico	215.3	196.6	18.8	385.6	372.0	13.6	600.9	568.6	32.4
New York	56,470.8	43,216.1	13,254.7	77,401.4	70,561.4	6,839.0	133,872.2	113,777.2	20,094.6
North Carolina	2,652.5	2,284.1	368.4	4,083.2	3,888.5	194.7	6,735.7	6,172.6	562.1
North Dakota	273.4	163.6	109.9	341.4	306.0	35.4	614.9	469.6	145.3
Ohio	16,615.5	14,362.0	2,253.5	25,923.0	24,482.1	1,440.9	42,535.5	38,844.1	3,694.6
Oklahoma	2,196.1	1,783.7	412.3	3,542.1	3,342.6	199.5	5,738.1	5,126.3	611.8
Oregon	1,363.8	1,194.0	169.8	2,404.8	2,289.7	115.1	3,768.3	3,493.8	284.9
Pennsylvania	23,454.3	20,406.2	3,048.0	36,583.4	35,006.3	1,577.1	60,037.7	55,412.6	4,625.1
Rhode Island	1,722.9	1,474.5	248.4	2,424.2	2,416.1	8.2	4,147.1	3,890.6	256.5
South Carolina	1,046.5	933.3	113.3	1,734.1	1,693.7	40.3	2,780.7	2,627.0	153.7
South Dakota	218.3	192.8	25.4	366.0	361.7	4.3	584.3	554.6	29.7
Tennessee	2,103.5	1,770.4	333.1	3,226.8	3,042.4	184.4	5,330.2	4,812.8	617.8
Texas	4,878.8	4,273.0	605.8	8,812.8	8,269.3	543.5	13,691.6	12,542.2	1,146.6
Utah	543.0	463.0	80.1	887.2	839.9	47.4	1,430.3	1,302.8	122.4
Vermont	285.2	237.6	47.6	612.6	582.9	29.7	997.8	920.5	77.8
Virginia	2,149.9	1,754.4	395.6	3,332.4	3,161.5	170.8	5,482.3	4,915.9	568.4
Washington (including Alaska)	3,856.6	2,105.5	1,751.0	4,975.1	4,136.5	838.6	8,831.7	6,242.1	2,588.6
West Virginia	2,049.0	1,830.0	219.9	3,230.3	3,141.3	89.0	5,280.1	4,971.3	308.8
Wisconsin	4,777.0	4,267.3	509.7	7,516.0	7,206.2	219.8	12,293.0	11,563.5	729.5
Wyoming	293.5	176.0	117.5	397.7	335.6	62.1	691.2	511.6	179.6

¹ These data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore are slightly different from the tax figures shown in table 7, which are based on Daily Treasury Statements. The amounts listed in this table represent collections received by the Office of Commissioner of Accounts and Deposits, Treasury Department, from the internal revenue district offices in the respective States. An amount received by a particular office does not necessarily represent taxes paid with respect to employment within the State in which that office is located.

² "Taxes with respect to employment." Effective Jan. 1, 1937, based on wages for employment as defined in section 811 of the Social Security Act, payable by both employer and employee.

³ "Tax on employers of eight or more." Effective Jan. 1, 1936, based on wages for employment as defined in section 907 of the Social Security Act, payable by employers only. The sums here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds in States having unemployment compensation laws certified for the taxable year by the Social Security Board. During part of the period to which these figures apply, employers were not able to claim these credits in some States whose unemployment compensation laws had not yet been certified by the Social Security Board.

⁴ The figures here have been adjusted to take care of the inclusion of over \$23 million in carriers' taxes which were included with the November and December social security taxes in the reports of several internal revenue districts.

Source: Office of the Commissioner of Accounts and Deposits.

Table 4.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal year 1936-37 and in the fiscal year 1937-38 to Jan. 31, 1938¹

[In thousands of dollars]

State	Fiscal year 1936-37, total grants	Fiscal year 1937-38 to Jan. 31, 1938								
		Social Security Board				Department of Labor ²			Treasury Department ³	
		Total grants	Old-age assistance	Aid to dependent children	Aid to the blind	Unemployment compensation administration	Maternal and child-health services	Services for crippled children		
Total, all participating States	\$166,820.4	\$171,573.4	\$113,788.7	\$15,218.4	\$3,580.7	\$27,239.4	\$2,543.3	\$1,800.2	\$985.7	\$6,417.0
Alabama	1,650.0	1,448.0	508.0	163.9	9.1	450.7	80.7	52.5	29.1	145.0
Alaska	46.8	162.2	87.0	(*)	(*)	25.6	16.5	3.5	3.3	26.3
Arizona	244.4	946.3	459.9	109.8	25.2	189.8	37.6	17.8	(*)	46.1
Arkansas	1,240.1	1,206.9	681.0	136.4	27.6	123.0	38.6	35.6	18.1	146.5
California	14,002.8	16,538.0	11,938.1	1,063.0	689.7	2,473.5	80.6	40.6	16.2	227.3
Colorado	4,708.3	3,682.9	1,532.3	297.0	58.6	63.4	38.1	9.3	15.8	47.5
Connecticut	2,120.4	2,395.4	1,488.3	(*)	0	760.0	25.4	26.1	9.3	77.3
Delaware	297.3	325.6	125.5	42.6	(*)	100.4	21.6	1.9	7.5	26.0
District of Col.	666.8	734.5	206.6	110.8	10.1	239.0	28.1	19.4	6.7	50.7
Florida	735.6	1,633.8	1,265.4	(*)	27.4	130.1	55.1	28.8	21.7	90.2
Georgia	808.1	1,202.2	601.6	79.3	14.2	157.3	95.5	8-2.8	28.8	228.1
Hawaii	148.8	326.8	80.4	75.1	4.9	72.2	27.6	9.3	8.7	48.6
Idaho	1,554.6	1,144.1	761.5	178.1	15.7	90.5	27.9	6.0	10.7	53.8
Illinois	9,008.5	9,063.0	8,376.5	(*)	(*)	209.9	91.2	85.1	39.3	261.1
Indiana	3,678.5	4,621.4	2,545.6	899.2	168.0	775.1	66.8	21.6	23.8	131.3
Iowa	3,215.8	3,482.0	3,077.1	(*)	46.4	108.2	38.2	44.0	23.0	145.1
Kansas	226.2	1,198.4	722.8	190.2	32.8	103.2	27.4	26.4	16.2	70.4
Kentucky	1,517.1	2,202.6	1,802.8	(*)	(*)	153.5	62.9	52.8	34.2	186.4
Louisiana	2,143.4	2,181.7	1,038.7	471.6	3.5	450.7	65.3	(*)	19.4	132.5
Maine	888.1	801.4	141.8	117.8	96.8	333.2	24.4	20.2	13.9	53.4
Maryland	2,518.1	2,418.8	1,109.3	536.3	49.8	537.8	41.7	33.8	8.2	102.1
Massachusetts	9,443.1	9,919.1	7,054.5	618.7	84.6	1,860.0	56.2	63.4	4.5	177.4
Michigan	4,562.8	5,877.4	4,024.4	1,155.8	43.5	257.9	74.7	70.5	29.4	221.2
Minnesota	7,304.0	6,605.4	5,229.4	356.9	55.9	691.7	50.5	48.0	25.9	147.2
Mississippi	738.0	696.8	274.1	(*)	(*)	182.7	63.3	15.5	(*)	161.3
Missouri	4,841.7	3,816.6	3,328.3	72.0	(*)	156.9	46.6	42.2	30.0	137.5
Montana	1,161.6	1,170.8	916.0	66.3	4.2	84.9	35.2	21.4	15.5	29.2
Nebraska	3,137.4	1,862.0	1,245.2	401.8	31.5	65.3	17.9	38.2	18.1	44.0
Nevada	75.9	310.6	160.1	(*)	(*)	89.9	20.7	0.8	10.2	22.9
New Hampshire	743.8	767.2	343.6	36.5	24.8	291.5	18.3	8.9	8.7	34.8
New Jersey	4,837.3	2,882.1	1,541.3	700.0	44.7	334.0	56.8	35.0	15.9	154.3
New Mexico	433.4	429.2	161.8	81.6	9.6	36.4	43.2	23.9	6.7	60.0
New York	13,089.0	19,079.8	10,447.1	2,491.8	250.9	5,126.6	131.7	101.5	37.1	493.2
North Carolina	813.3	1,984.0	644.5	101.9	61.1	720.4	90.8	55.2	49.6	251.7
North Dakota	719.2	755.4	438.8	104.9	0.0	84.9	32.6	37.1	11.3	45.9
Ohio	17,079.6	10,841.1	9,027.6	778.8	253.4	294.9	79.7	101.4	28.2	277.0
Oklahoma	4,692.5	4,679.1	3,902.8	295.9	66.5	144.4	65.8	55.8	31.6	113.3
Oregon	1,900.3	1,861.0	1,124.9	140.9	37.5	439.5	19.7	12.1	16.4	70.0
Pennsylvania	13,648.9	13,214.9	6,439.4	1,304.3	973.0	3,877.7	108.1	153.4	39.4	319.8
Rhode Island	675.2	971.4	395.9	77.8	(*)	397.1	27.7	27.7	(*)	45.2
South Carolina	430.8	882.7	307.2	76.6	25.8	202.9	74.2	17.2	24.6	154.1
South Dakota	1,048.5	924.1	750.5	(*)	1.6	43.4	28.7	24.9	14.1	60.9
Tennessee	519.5	1,648.5	650.0	339.1	34.7	354.4	68.9	19.2	38.6	143.6
Texas	9,412.4	8,601.8	6,340.1	(*)	(*)	1,725.2	97.2	86.2	48.9	304.2
Utah	1,139.3	1,583.2	1,077.7	208.1	25.0	180.6	20.3	15.9	4.2	51.3
Vermont	498.3	514.1	228.5	21.6	6.9	143.8	24.4	13.7	10.5	34.8
Virginia	512.3	842.3	(*)	(*)	(*)	508.5	75.0	46.6	38.1	174.1
Washington	4,557.7	4,190.3	3,216.0	588.9	107.2	96.2	33.7	38.1	15.3	95.0
West Virginia	1,430.8	2,113.8	1,185.7	240.2	39.7	428.1	34.8	37.3	28.8	119.1
Wisconsin	1,429.5	4,311.2	2,807.1	370.8	98.4	766.8	46.8	52.0	30.1	139.2
Wyoming	523.4	431.2	261.9	56.3	20.7	66.5	5.6	2.0	(*)	18.3

¹ Checks issued by the Treasury Department during the given periods for Federal grants to States under the Social Security Act, not including Federal funds for vocational rehabilitation under title V, pt. 4, which are merged with other Federal funds provided for this purpose. For any given period, amounts reported in this table will differ from those reported in tables 4 and 5 showing amounts certified by the Social Security Board to the Treasury Department for payment to the States, since sums certified by the Board are attributed to the quarter for which they were provided. The Board may certify amounts to be granted for the current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Therefore, payments are not necessarily made within the period for which the funds are certified.

² Administered by the U. S. Children's Bureau.

³ Administered by the U. S. Public Health Service.

⁴ No plan approved by the Social Security Board.

⁵ Plan approved only for first month of fiscal year.

⁶ Refund by Georgia of unexpended grant.

Source: Computed from data furnished by the Office of the Commissioner of Accounts and Deposits.

Table 5.—Federal grants to the States for public assistance: Advances certified¹ to the Treasury Department by the Social Security Board for the fiscal year 1937-38 and for the quarter ending Mar. 31, 1938

[Data from Bureau of Accounts and Audits of the Social Security Board, as of Feb. 28, 1938]

State	Advances of Federal funds certified to the Treasury Department by the Social Security Board for direct assistance and administration of public assistance as of Feb. 28, 1938				For quarter ending Mar. 31, 1938		
	Total for the fiscal year 1937-38				Old-age assistance	Aid to the blind	Aid to dependent children
	Total	Old-age assistance	Aid to the blind	Aid to dependent children			
Total	\$148,018,946.42	\$126,561,499.49	\$4,013,717.89	\$17,443,729.04	\$41,421,895.01	\$1,038,886.90	\$5,154,868.74
Alabama	793,115.56	582,331.23	12,076.11	198,708.22	245,658.75	6,406.11	97,481.43
Alaska	100,275.00	100,275.00			39,768.75		
Arizona	728,222.84	530,962.50	24,799.43	163,460.91	210,787.50	11,103.76	67,100.00
Arkansas	977,596.38	786,060.72	31,822.94	159,712.72	239,391.08	11,412.98	38,004.27
California	13,690,721.40	11,934,074.49	689,652.42	1,062,994.49	4,804,975.55	261,088.98	384,355.20
Colorado	4,570,522.38	4,169,225.76	66,240.36	335,056.26	1,428,253.95	22,070.56	112,266.91
Connecticut	1,688,037.76	1,688,037.76			565,996.73		
Delaware	189,517.45	141,277.51			48,239.94	49,070.70	
District of Columbia	458,258.97	315,442.32	13,001.57	129,815.08	133,030.80	6,438.86	40,621.13
Florida	1,535,213.89	1,497,413.89	37,800.00		664,933.36	31,185.00	
Georgia	1,230,394.82	906,446.31	37,132.84	196,815.67	423,146.31	4,057.84	48,018.47
Hawaii	176,948.17	91,660.15	5,754.00	79,534.02	30,206.38	2,520.00	37,872.36
Idaho	1,088,971.85	858,120.12	29,432.03	201,419.70	247,166.85	9,408.53	61,708.16
Illinois	9,482,696.60	9,482,696.60			3,216,681.28		
Indiana	4,163,938.73	2,938,216.39	194,081.02	1,031,641.32	1,031,115.19	71,976.25	367,702.26
Iowa	3,629,956.06	3,570,841.06	59,115.00		1,102,580.85	38,115.00	
Kansas	1,312,217.39	866,302.26	41,341.62	224,573.51	193,247.30	10,754.87	41,647.32
Kentucky	1,802,808.46	1,802,808.46			129,775.57		
Louisiana	1,703,523.80	1,161,516.97	3,465.00	538,541.83	260,257.41		152,884.04
Maine	419,650.33	176,031.45	109,736.54	133,882.34	101,055.67	38,941.88	48,501.85
Maryland	1,938,575.41	1,265,318.59	56,772.62	616,484.20	451,140.28	20,052.83	236,471.70
Massachusetts	8,819,123.07	8,006,455.45	95,599.04	717,068.58	2,701,751.08	34,386.26	438,498.00
Michigan	6,020,317.93	4,645,645.06	49,862.81	1,324,810.06	1,933,537.25	17,829.06	458,807.00
Minnesota	6,393,801.09	5,913,821.07	64,135.58	415,844.44	1,994,702.00	9,404.33	176,950.00
Mississippi	311,820.38	311,820.38			112,401.06		
Missouri	4,154,542.50	4,046,542.50			1,841,343.00		98,000.00
Montana	1,127,187.91	1,037,945.74	5,300.00	82,942.17	350,625.98	6,300.00	51,004.37
Nebraska	1,947,351.04	1,469,879.61	37,997.33	439,474.10	625,597.86	19,459.67	106,077.16
Nevada	190,571.63	190,571.63			83,471.63		
New Hampshire	457,427.01	387,353.58	28,915.52	41,157.94	118,152.36	10,397.79	13,700.00
New Jersey	2,687,692.36	1,828,075.79	51,462.91	808,153.66	736,393.02	19,334.35	305,599.00
New Mexico	262,413.69	166,675.59	11,210.34	84,527.76	46,560.16	3,222.20	24,074.46
New York	13,189,724.98	10,447,070.36	250,870.68	2,491,783.94	3,677,861.57	38,687.70	554,320.00
North Carolina	1,105,321.76	770,451.28	111,544.18	223,326.30	250,701.28	28,347.17	52,104.00
North Dakota	612,050.01	507,167.34			104,882.67	182,885.53	
Ohio	11,404,171.27	10,195,148.92	292,635.39	916,386.96	3,348,257.33	107,784.21	387,564.07
Oklahoma	4,878,649.50	4,250,267.18	95,155.73	533,226.59	813,548.92	28,545.82	125,074.34
Oregon	1,504,979.06	1,319,710.28	44,355.74	140,913.04	505,309.62	16,823.68	
Pennsylvania	8,722,246.84	6,444,992.33	972,993.22	1,304,261.29			31,674.20
Rhode Island	545,634.60	455,660.00			89,974.51	169,760.85	
South Carolina	509,357.95	388,710.77	30,369.39	90,268.79	169,794.77	6,219.39	21,268.75
South Dakota	881,598.52	878,448.53	3,150.00		359,143.51	3,150.00	
Tennessee	1,071,249.91	649,981.11	34,727.23	386,541.57			47,487.70
Texas	7,163,265.49	7,163,265.49			2,151,946.12		
Utah	1,506,952.15	1,241,780.80	28,320.60	236,850.75	500,768.50	9,041.55	81,604.81
Vermont	334,037.90	297,414.87	12,145.37	24,477.66	103,352.03	4,329.41	6,930.35
Virginia					91,771.87	6,627.74	19,205.33
Washington	4,458,039.69	3,662,773.54	122,639.20	672,326.95	1,353,549.23	40,503.53	231,566.41
West Virginia	1,672,814.72	1,336,166.16	47,274.62	289,373.94	444,844.84	20,939.63	140,007.42
Wisconsin	4,201,792.46	3,282,796.83	186,196.95	732,708.68	1,095,623.58	61,967.97	232,150.10
Wyoming	383,647.75	296,838.71	23,332.56	63,476.48			

¹ Advances from Federal funds certified as of the given date by the Social Security Board for a specified quarter for direct assistance and administration of the specified type of public assistance under the Social Security Act. This table should not be compared with the tables showing the amount of obligations incurred for payments to recipients, since the latter tables include payments to recipients from Federal, State, and local funds and exclude administrative expense.

² The Social Security Board has authorized an advance of \$178,500 to Kentucky for old-age assistance for March 1938. This amount is not included in the table since, at the request of the State, payment had not been made by Feb. 28, 1938.

Table 6.—Federal grants to the States for administration of unemployment compensation laws and for expansion of State employment services: Advances certified¹ to the Treasury Department by the Social Security Board for the fiscal year 1937-38 and for the quarter ending Mar. 31, 1938

[Data from Bureau of Accounts and Audits of the Social Security Board as of Feb. 28, 1938]

State	Advances of Federal funds certified to the Treasury Department by the Social Security Board, as of Feb. 28, 1938, for—				
	Unemployment compensation and employment services, fiscal year 1937-38	Unemployment compensation administration		Expansion of employment services	
		Total, fiscal year 1937-38	Quarter ending Mar. 31, 1938	Total, fiscal year 1937-38	Quarter ending Mar. 31, 1938
Total.	\$29,107,482.95	\$18,066,994.60	\$8,443,111.63	\$11,020,488.35	\$4,212,766.22
Alabama	450,738.41	202,034.02	144,740.43	166,804.39	52,515.02
Alaska	25,566.14	25,566.14	5,258.85		
Arizona	189,832.57	113,047.80	51,199.42	76,784.77	33,059.18
Arkansas	123,029.34	123,029.34	45,607.76		
California	2,473,518.73	1,733,580.48	912,583.58	739,938.25	254,519.33
Colorado	63,447.85	63,447.85	25,019.20		
Connecticut	768,956.36	502,016.14	288,124.03	266,940.22	91,135.53
Delaware	100,439.06	100,439.06	31,771.82		
District of Columbia	262,717.40	205,365.30	110,450.53	57,352.10	44,572.87
Florida	139,133.46	139,133.46	49,802.00		
Georgia	157,324.02	157,324.02	58,753.38		
Hawaii	72,185.19	72,185.19	16,072.30		
Idaho	93,391.62	93,391.62	37,038.49		
Illinois	209,851.72	209,851.72	68,234.84		
Indiana	968,076.71	626,794.84	353,053.35	341,281.87	102,995.82
Iowa	138,852.14	108,188.95	50,368.28	30,663.19	30,663.19
Kansas	103,173.72	103,173.72	34,003.86		
Kentucky	153,487.71	153,487.71	57,994.93		
Louisiana	450,745.06	278,781.23	122,229.28	171,963.83	45,629.39
Maine	361,322.52	199,605.21	107,568.65	161,717.31	34,313.23
Maryland	537,753.57	319,986.82	193,599.92	217,766.75	96,396.16
Massachusetts	2,013,884.14	1,260,368.44	699,393.57	733,515.70	153,919.02
Michigan	389,668.74	389,668.74	131,737.43		
Minnesota	691,650.35	437,584.10	229,254.73	254,116.25	
Mississippi	186,020.97	115,159.08	52,295.87	69,861.89	35,046.67
Missouri	159,716.35	159,716.35	92,212.05		
Montana	84,939.22	84,939.22	32,128.33		
Nebraska	65,306.57	65,306.57	13,543.01		
Nevada	82,864.83	80,864.83	16,232.67		
New Hampshire	291,505.95	201,419.39	74,122.43	90,086.56	34,966.38
New Jersey	334,027.29	334,027.29	144,852.23		
New Mexico	36,415.45	36,415.45	12,270.71		
New York	5,126,616.57	2,472,275.90	1,029,334.03	2,654,343.67	1,152,221.20
North Carolina	772,747.03	467,214.69	251,753.30	305,532.34	112,113.84
North Dakota	84,941.24	84,941.24	21,982.40		
Ohio	294,935.28	294,935.28	179,431.55		
Oklahoma	144,350.74	144,350.74	56,141.63		
Oregon	487,319.50	379,846.98	217,283.60	107,472.52	48,587.06
Pennsylvania	4,780,679.26	2,599,912.13	1,038,461.99	2,180,767.13	841,403.20
Rhode Island	397,127.88	273,475.02	143,818.72	123,652.86	13,786.69
South Carolina	202,934.41	177,340.24	77,159.66	25,504.17	25,504.17
South Dakota	43,444.51	43,444.51	14,963.42		
Tennessee	388,614.20	187,480.59	142,305.41	201,133.61	112,676.67
Texas	1,725,171.82	550,080.72	248,938.08	1,175,141.10	472,291.57
Utah	182,630.95	129,354.69	68,197.16	53,276.26	24,777.60
Vermont	163,129.34	104,078.98	61,397.44	50,050.36	22,668.30
Virginia	520,722.90	327,220.83	159,416.42	193,502.07	89,347.84
Washington	100,235.65	100,235.65	33,462.92		
West Virginia	541,225.82	336,555.56	240,615.96	204,670.26	84,706.60
Wisconsin	888,623.57	551,064.65	212,656.78	337,558.92	121,828.70
Wyoming	60,486.12	66,486.12	24,182.63		

¹ Advances certified by the Social Security Board as of the given date for the given period of operation, which is not necessarily the period in which certification was made.

Table 7.—Receipts, expenditures, and issues under the Social Security Act, and total governmental receipts, expenditures, and debt

[In millions of dollars]

Year and month	Receipts of the Federal Government			Expenditures ¹ of the Federal Government			Excess receipts (+) or expenditures (-)	General fund balance	Amount of and changes in public debt								
				Under the Social Security Act					Amount of public debt			Monthly changes (+) or (-) in public debt					
	Total, all sources	Taxes under the Social Security Act ²	All other	Total	Grants to States and administrative expenses	Transfers to old-age reserve account	All other	Total	Exclusive of social security issues	Social security issues for—	Total	Exclusive of social security issues	Social security issues for—				
Total, fiscal year 1935-36	\$4,116	(1)	\$4,116	\$8,477	\$28	-----	\$8,449	-\$4,361	+\$840	\$33,779	\$33,760	-----	\$19	+\$5,078	+\$5,059	-----	+\$89
Total, fiscal year 1936-37	5,294	\$252	5,042	8,001	183	\$265	7,553	-2,707	-128	36,425	35,846	\$267	312	+2,646	+2,086	+\$267	+200
1936																	
July	294	-----	294	412	12	-----	400	-118	-451	33,444	33,419	-----	25	-335	-341	-----	+
August	343	-----	343	552	14	-----	538	-209	-327	33,380	33,350	-----	30	-64	-69	-----	+
September	409	-----	409	667	7	-----	660	-168	+284	33,833	33,799	-----	34	+453	+449	-----	+
October	272	(3)	272	681	28	-----	653	-409	-424	33,833	33,795	-----	38	(1)	(1)	-----	+
November	233	(3)	233	535	15	-----	520	-302	-358	33,794	33,747	-----	47	-39	-48	-----	+
December	517	(3)	517	655	4	-----	651	-138	+500	34,407	34,343	-----	64	+613	+566	-----	+17
1937																	
January	284	3	281	631	20	45	566	-347	-180	34,502	34,383	45	74	+95	+40	+45	+10
February	275	10	265	553	22	45	486	-278	-187	34,601	34,397	90	114	+99	+14	+45	+10
March	1,012	50	962	754	12	45	697	+258	+287	34,728	34,406	135	187	+127	+9	+45	+73
April	363	78	285	708	16	45	647	-345	-124	34,941	34,534	180	227	+213	+128	+45	+10
May	335	59	276	552	9	45	498	-217	+52	35,213	34,724	225	294	+272	+190	+45	+37
June	868	53	815	1,300	25	40	1,235	-432	+800	36,425	35,846	267	312	+1,212	+1,122	+42	+48
Total, fiscal year 1937-38 to January 31	3,510	377	3,133	4,349	185	290	3,874	-839	+395	37,453	36,250	554	649	+1,028	+404	+287	+37
1937																	
July	409	53	356	659	29	42	588	-250	+85	36,716	36,067	308	341	+291	+221	+41	+28
August	453	60	393	556	17	41	498	-103	+263	37,045	36,286	349	410	+329	+219	+41	+16
September	788	50	738	681	10	41	630	+107	-43	36,875	36,027	390	458	-170	-259	+41	+16
October	333	52	281	615	40	41	534	-282	-184	36,956	36,029	431	496	+81	+2	+41	+16
November	327	36	291	542	31	41	470	-215	-68	37,094	36,048	472	574	+138	+19	+41	+17
December	865	69	796	730	13	43	674	+135	+365	37,279	36,141	513	625	+185	+93	+41	+11
1938																	
January	335	57	278	566	45	41	480	-231	-23	37,453	36,250	554	649	+174	+109	+41	+24

¹ Exclusive of public debt retirement. On basis of "checks paid," i. e., checks cashed and returned to U. S. Treasury.

² Federal tax receipts under titles VIII and IX of the Social Security Act. These data are from the Daily Treasury Statements and therefore are different from the tax collections in table 2, which are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department.

³ Less than \$500,000.

Source: Computed from data furnished by the Daily Treasury Statements.

RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

Old-Age Insurance

ROBBINS, RAINARD B.

"Social Security and Private Pension Plans." *Journal of American Insurance*, Vol. 15, No. 1 (January 1938), pp. 21-22.

Presents a number of the more important advantages of providing retirement income through social security, and discusses the effect the Social Security Act has had on private pension plans.

WYATT, BIRCHARD E.

"What of Social Security's Millions?" *Nation's Business*, Vol. 26, No. 2 (February 1938), pp. 21, 94-98.

A review of the arguments for and against the building up of a large reserve account under the old-age insurance provisions of the Social Security Act.

Public Assistance and Public Welfare

AMERICAN PUBLIC WELFARE ASSOCIATION

Conference Report Series (Second Annual Round Table Conference, Washington, D. C., December 10-12, 1937). Chicago, American Public Welfare Association, 1938. 10 pts.

Contents: I, State Public Welfare Administrators' Meeting; II, Local Public Welfare Administrators' Meeting; III, State and Local Public Welfare Board Members' Meeting; IV, Panel Discussion—The Administration of Public Assistance; V, Panel Discussion—Financing Public Welfare; VI, Panel Discussion—Public Medical Care; VII, Round Table Discussion—In-Service Training; VIII, Round Table Discussion—Personnel Procedures; IX, Round Table Discussion—Relationship Between Assistance and Social Insurance; X, Round Table Discussion—Interstate Problems.

GILL, CORRINGTON

"W. P. A." *Current History*, Vol. 48, No. 1 (January 1938), pp. 36-42.

Describes, among other things, the type of worker on the rolls of the Works Progress Administration, the administrative procedure for paying these workers, the classification of workers and rates of pay, how projects originate, and concludes with a review of tangible accomplishments.

HAMILTON, GORDON

"Case Work in Old Age Assistance." *The Family*, Vol. 18, No. 10 (February 1938), pp. 327-333.

Discusses some of the case problems involved in dealing with the aged, presents administrative difficulties, and advocates "seeing old people as individuals and not as a category."

HODSON, WILLIAM

"What Some Men Live By." *Better Times*, Vol. 19, No. 19 (February 7, 1938), pp. 3-5.

The writer reviews all relief measures, including the social security categories and work programs, now in force in New York State; points out a number of administrative anomalies; advocates integration of these varying services; and presents a number of suggestions pertaining to such integration.

KLEIN, PHILIP

A Social Study of Pittsburgh (Community Problems and Social Services of Allegheny County). New York, Columbia University Press, 1938. 958 pp.

This study was proposed by a group of citizens of Pittsburgh and Allegheny County in the form of an application for funds to the Buhl Foundation, the request for which was subsequently granted. The present volume is divided into two major parts: the first devoted to an attempt at sketching the social and economic background of the community life in and for which the social services operate; the second given to the specific problems of the organization of social and health work. This is not a sequel to the earlier Pittsburgh survey.

Public Health and Medical Care

U. S. INTERDEPARTMENTAL COMMITTEE TO COORDINATE HEALTH AND WELFARE ACTIVITIES

The Need for a National Health Program. (Report of the Technical Committee on Medical Care.) Washington, Interdepartmental Committee to Coordinate Health and Welfare Activities, 1938. 36 pp.

In this report the Technical Committee on Medical Care examines the present status of the Nation's health, compares what is now being done with what can be done, points out specific needs which are not met through current medical practices, outlines proposals through which the Nation's health may be improved, and concludes with the observation that "there is need and occasion now for the development of a national health program."

Unemployment and Unemployment Compensation

COCHRANE, C. R. P.

"Organization Problems in Local Employment Offices." *Employment Service News*, Vol. 5, Nos. 1-2 (January-February 1938), pp. 7-8.

Describes the necessity for integration of unemployment compensation and employment service functions, particularly in the local employment office; presents a number of inherent employment service functions, together with the functions of unemployment compensation personnel in local employment offices; and discusses some of the basic principles which should be maintained in integration.

CREAMER, DANIEL, AND SWACKHAMER, GLADYS V.

Cigar Makers—After the Lay-Off. (A case study of the effects of mechanization on employment of hand cigar makers.) National Research Project on Reemployment Opportunities and Recent Changes in Industrial Techniques, Report No. L-1. Philadelphia, Works Progress Administration, December 1937. 93 pp.

Based on a study of the R. G. Sullivan cigar-manufacturing plant in Manchester, N. H., this report describes the characteristics of cigar hand workers; explains the economic forces which inevitably led to the mechanization of the plant, with subsequent displacement of the hand workers; and describes the present status of these displaced workers, many of whom have been unable to secure reemployment in other industries.

DAYKIN, WALTER L.

"Is Unemployment Compensation a Preventive Measure?" *Journal of Business* (University of Iowa), Vol. 18, No. 2 (November 1937), pp. 4-7.

The writer raises the question as to whether unemployment compensation is a relief or a preventive measure, then reviews and evaluates the claims made for it as a preventive measure.

MATSCHECK, WALTER

Administration of Unemployment Insurance and the Public Employment Service in Great Britain. Washington, D. C., Social Science Research Council, Committee on Public Administration, 1938. 191 pp.

This study, as well as a companion study of unemployment insurance administration in Germany, is one of a series of studies on social security administration carried on under the auspices of the Committee on Public Administration of the Social Science Research Council. The present volume deals with: "General Features of the British System"; "Administrative Organization and Control"; "Administrative Procedures"; and "Statistics, Research, and Publications." It includes a comparative summary of administrative provisions in Great Britain and the United States; several statistical appendixes; a statement, prepared by Wilbur Cohen, on the extension of the British system to agricultural workers; a brief bibliography; and reproductions of a number of forms and schedules.

WUNDERLICH, FRIEDA

"What Next in Unemployment Compensation?" *Social Research*, Vol. 5, No. 1 (February 1938), pp. 37-54.

Presents the necessity for a Federal reinsurance fund and suggests ways and means by which this fund could be protected, critically examines existing merit-rating provisions, describes the necessity and presents a plan for a relief system to supplement the insurance program, and discusses a number of the problems involved in relating the functions of insurance and placement.

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